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# Department of Justice

ADVANCE FOR RELEASE AT 5 P.M. EST  
SUNDAY, DECEMBER 3, 1995

BJJ  
202/307-0784

## STATE AND FEDERAL PRISONS REPORT RECORD GROWTH DURING LAST 12 MONTHS

WASHINGTON, D.C. -- The number of state and federal prison inmates grew by 89,707 during the 12 months ending June 30, 1995, the Department of Justice announced today. It was the largest one-year population increase the Department has recorded. At the end of June, there were 1,104,074 men and women incarcerated in the nation's prisons.

During the past 12 months the state prison population grew by 9.1 percent and the federal prison population by 6.1 percent, which is the equivalent of 1,725 new prison beds every week. On June 30, 1995, state prisons held 1,004,608 inmates and federal prisons held 99,466.

State and federal prisons, which primarily house convicted felons serving sentences of a year or more, hold about two-thirds

(MORE)

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the total incarceration rate reached 565 inmates per 100,000 U.S. residents.

The incarceration rate of state and federal prisoners sentenced to more than a year reached 403 per 100,000 U.S. residents on June 30, 1995. Texas led the nation with 659 sentenced prisoners per 100,000 state residents, followed by Louisiana (573 per 100,000), Oklahoma (536) and South Carolina (510). The states with lowest rates were North Dakota (90 sentenced prisoners per 100,000 state residents), Minnesota (103) and Maine (112).

The rate for inmates serving a sentence of more than a year was 776 males per 100,000 U.S. male residents, compared to 47 females per 100,000 female residents. Since June 30, 1994, the number of female inmates has grown by 11.4 percent, compared to an 8.7 percent increase among male inmates. As of mid-year 1995, there were 69,028 women in state and federal prisons--6.3 percent of all prisoners.

During the last decade the number of black inmates in state, federal and local jails and prisons has grown at a faster pace

(MORE)

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of the more than 1.5 million adults incarcerated in the United States. The other third are held in locally operated jails, which primarily house people awaiting trial or serving sentences of a year or less. On June 30, 1994, the most recent date for which jail data are available, 483,717 adults were in local jails.

The combined state and federal prison population increase of 8.8 percent during the past 12 months was slightly higher than the average annual growth (7.9 percent) recorded since 1990.

During the year preceding June 30, 1995, prison populations increased by at least 10 percent in 23 states. Texas reported the largest growth (nearly 27 percent), followed by West Virginia (26 percent) and North Carolina (18 percent). Prison populations declined in the District of Columbia (down 5.0 percent), Alaska (3.1 percent), Arkansas (1.0 percent) and South Carolina (0.8 percent).

Between 1980 and 1994 the total number of people held in federal and state prisons and local jails almost tripled-- increasing from 501,886 to 1,483,410. As of December 31, 1994,

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than the number of white inmates. Although the number of black and white inmates was almost equal in 1994, the incarceration rate for blacks was much higher.

According to data collected annually from state, federal and local officials, the proportion of black females in the U.S. who are incarcerated was seven times higher than for white females in 1994. Similarly, the proportion of black male adults incarcerated was almost eight times higher than for white male adults. An estimated 6.8 percent of all black male adults were in jail or prison compared to less than 1 percent of white male adults.

These data were analyzed by BJS statisticians Darrell K. Gilliard and Allen J. Beck. Additional information may be obtained from the BJS Clearinghouse, Box 179, Annapolis Junction, Maryland 20701-0179. The telephone number is 1-800-732-3277. Fax orders to 410-792-4358.

Data from tables and graphs used in many BJS reports can be obtained in spreadsheet files on 5¼ and 3¼ inch diskettes by calling 202-616-3283.

# # #

BJS9609

After hours contact: Stu Smith at 202/616-3230

## CORRECTIONS

## Is Anything Working?

**T**he numbers are intimidating. Nearly 1 million men and women live behind bars in state prisons—a number that has tripled in the past 15 years. States now spend more than \$20 billion a year to keep them there and another \$2 billion a year to build new correctional facilities.

Moreover, the overall operational costs of corrections—everything from maximum-security cells to probation and parole officers—is now roughly 6 percent of state operating budgets, a quantum leap from 1980, when corrections spending was barely a blip on a line within a state's operating budget.

Although corrections expenditures don't improve an economy, educate children or build for the future, public opinion polls suggest that the taxpaying public has no objection to policies that increase those expenditures.

And therein lies the crux of the GOVERNING conference "Getting Tough on Crime: What Works in Corrections and At What Cost." The conference, which took place this summer in Durham, North Carolina, sponsored by the North Carolina Crime Commission, the state of North Carolina, Digital Products Corp. and the Hazelden Foundation, examined answers to the question posed by Joseph Lehmian, Maine's commissioner of corrections: "How do you take the political pressure to get tough on crime and link that with the resources allocated to these issues?"

Addressing the conference, North Carolina Governor James B. Hunt Jr. outlined his state's approach, balancing tougher, more certain punishment with stronger prevention programs. Colorado Attorney General Gale Norton came down squarely on the side of harsher treatment for inmates in prison, detailing steps states could take to maximize prison capacity, including sleeping prisoners in shifts to reduce the need for additional beds.

BY PENELOPE LEMOV

Describing the political pressures that influence corrections policy, Mark Mellman, a pollster for many Democratic political candidates and officeholders, and Glen Bolger, who does the same for Republicans, explained that crime and corrections are hot political issues in part because the public sees the former as a key indicator of the breakdown of the country's social fabric and the latter as a prime reason for a growing distrust of government. A frequent product of these concerns: mandatory sentences that increase punishment and laws that make prison time harsher. Most voters who endorse such get-tough measures know little about their costs or alternative measures. Indeed, as Bolger put it, they tend to have a "sledgehammer reaction."

It is this reaction that tends to be measured—and becomes the perceived political wisdom—in an "ordinary" poll, which James Fishkin, a professor of government at the University of Texas, defines as a

poll in which people are asked what they think about an issue to which they are not necessarily paying attention.

In contrast are "deliberative" polls, in which people are asked their opinion after they've had time to study an issue. In one such poll that Fishkin ran in Manchester, England, on the subject of crime, punishment and prisons, people answered questions quite differently after they learned more about the costs, alternative punishments and causes of crime.

The number of persons opting for sending more offenders to prison, for instance, dropped from 57 percent to 38 percent after a period of lectures and discussion of the issue. "If the public is confronted with trade-offs and realities, if they're engaged in an issue, there can be major shifts in opinion," Fishkin told the conference.

#### SPENDING SMART, ACTING TOUGH

The cost of punishment was clearly a flashpoint for frustration expressed by most of the legislators and corrections officials who attended the conference. As



New York State's boot camps are no-frills prisons that reduce corrections costs and send the public a strong signal that the state is tough on crime.

Steven Gold, who runs the Center for the Study of the States, pointed out, corrections costs rose rapidly during the 1980s, at a rate of 14 percent a year, a pace which has slackened in recent years but will accelerate again as state prison systems feel the impact of new construction and recently passed sentencing laws, such as three-strikes and no-parole measures.

And that's why everyone involved in corrections is keying in on ways to lower the cost of punishing lawbreakers—without appearing to coddle them.

North Carolina's "truth in sentencing" law, which links sentences imposed to available prison space, was highlighted as a way to control spending and make sure costly prison space is reserved for the most violent criminals. Criminals are sentenced according to a grid, set by the legislature, that determines time in prison based on the violence of the crime and the history of the criminal.

The North Carolina system is designed to end "seat-of-the-pants" correctional policies. But in order to get there from here—to keep prison space available for hardened criminals without spending extraordinary sums to add more prison space—the new policy requires alternative means of punishing nonviolent felons: day reporting centers, substance abuse treatment centers, intense-supervision probation, community service chores, the use of monitoring devices and in-home confinement.

New York State's boot camp program has also produced some cost-saving news. There is much debate about the effectiveness of shock incarceration for young inmates. Before one can intelligently dis-

cuss their effectiveness, one must define success, said Martin Horn, the former executive director and chief operating officer of the New York State Division of Parole. Boot-camps don't work for all nonviolent first-time offenders, but New York State's boot camp program, the largest in the country with capacity for 1,500 inmates, has reduced corrections costs, given the public a no-frills prison, added to the perception that the state is tough on crime and, for some inmates, broken the criminal cycle.

Horn's numbers add up this way: The Shock Incarceration Program has saved the corrections department an estimated \$367 million in both operating and capital costs over the past five years. For every 100 shock inmates who make it through the program, the state saves \$2.1 million it would otherwise have had to spend on the care and custody of these inmates.

Some alternative programs such as boot camps tend to widen the net—that is, judges sentence to the programs criminals they might otherwise have placed on probation. New York State controls this phenomenon by taking the boot camp sentence out of a judge's hands. Inmates are chosen for shock incarceration—a sentence that is usually shorter but more rigorous than a regular prison sentence—by the corrections department and only after the person has been tried and sentenced to jail or prison. In that way, boot camp is limited to the prison-bound.

Horn also noted that a post-boot camp program was beginning to have success in keeping "graduates" from returning to the criminal justice system. "Platoons" of graduates are kept together after boot camp—just as the U.S. Marines keep platoons together after boot-camp training—and probation officers supervise their activities more intensely and actively help the graduates get jobs.

**CASHING IN ON ROAD GANGS**

One sore point for corrections officials is the widespread notion that inmates in state prisons are coddled, spending their days lolling in front of a television set, rousing only to eat their three free meals a day and shoot a few rounds of hoops.

That isn't a particularly accurate view. Many prisons run work farms, operate prison shops and put inmates to work in prison kitchens, laundries and the like. Most do so as a means of controlling prisoner behavior. "Idle time," as one conferee noted, "is riot time."



**GOVERNING**

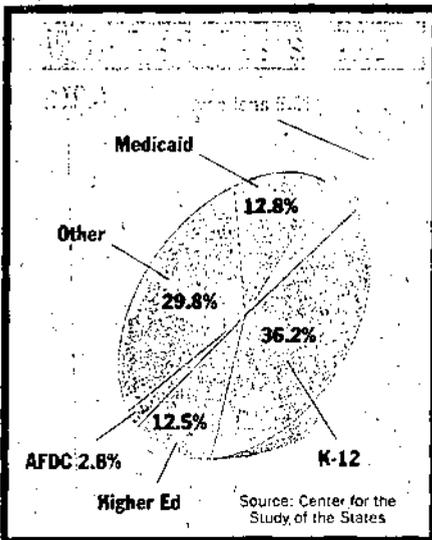
*"If the public is confronted with trade-offs and real choices, if they're engaged in the process, there can be more positive results in education."*

*—James Fishkin, professor of government, University of Texas*

Inmates from some prisons go out on road gangs to pick up trash, clear ditches or clean debris from clogged waterways. Such outside-of-prison work has significant possibilities, said Franklin Freeman, secretary of North Carolina's Department of Corrections. "The general public feels that inmates do not work," he said, "because the work is not visible." To make it obvious, North Carolina posts big signs at such sites: "Inmates at Work."

"Whether prisoners are seen out on a four-lane road or the information about work programs is generated by repeated press releases, you can correct the impression that prisoners lie around and watch television," Freeman said. It is, however, more expensive to work prisoners than warehouse them. Road gangs, in particular, are costly: One officer can oversee 100 inmates working inside a prison, but it takes one officer for every 12 to 14 inmates outside prison walls.

In closing, Maine's Lehman summarized the dilemma facing public officials: "Fiscally, things are going to get tougher. But we have to figure out how we can once again infuse public policy with what we know works and what doesn't. That's the challenge for the future."





# Department of Justice

Prisons

ADVANCE FOR RELEASE AT 5 P.M. EST  
THURSDAY, OCTOBER 27, 1994

BJS  
202-307-0784

## STATE AND FEDERAL PRISON POPULATION TOPS ONE MILLION

WASHINGTON, D.C. -- The nation's prison population exceeds 1 million for the first time in history, the Department of Justice announced today. At the end of June, 1,012,851 men and women were incarcerated in state and federal prisons. State prisons held 919,143 inmates and federal prisons held 93,708 inmates. California (124,813) and Texas (100,136) together accounted for more than one in five inmates in the country.

The prison population grew by almost 40,000 inmates during the first half of 1994, the equivalent of more than 1,500 a week--or three additional 500-bed prisons.

During the last 12 months the prison population expanded by more than 71,000, the second largest annual increase ever recorded. This growth was slightly greater than the annual growth in the preceding 12 months (69,525) and exceeds by 11 percent the average annual growth (63,793) during the previous five years, that is from July 1988 to June 1993.

(MORE)

The incarceration rate of state and federal prisoners sentenced to more than a year reached a record 373 prisoners per 100,000 U.S. residents last June. The states with the highest incarceration rates were Texas (545 per 100,000), Louisiana (514), South Carolina (504) and Oklahoma (501).

During the 12 months preceding June 30, 1994, eleven states recorded prisoner growth rates of 10 percent or more, led by Connecticut (20 percent), Texas (18 percent), and Tennessee (15 percent).

In the last decade the U.S. prison population doubled on a per capita basis. During this 10-year period, the incarceration rate doubled both for white inmates and black inmates. At the end of last year (the latest available data) there were 1,432 black inmates per 100,000 black U.S. residents and 203 white inmates per 100,000 white residents.

During the first six months of 1994, the number of female inmates grew 6.2 percent, compared to a 3.9 percent increase among male inmates.

On June 30, 1994, there were 61,872 women in state and

(MORE)

federal prisons--6.1 percent of all prisoners. The male incarceration rate, 719 per 100,000 male residents, was more than 16 times higher than the female incarceration rate--43 per 100,000 female residents.

The Bureau of Justice Statistics (BJS) collects state and federal prisoner data twice a year--on June 30 and December 31. These counts are designed to provide regular updates to the public on the number of people confined by state and federal authority. The data have been published since 1926.

The report was prepared by Allen J. Beck and Thomas P. Bonczar, statisticians in the Department's Bureau of Justice Statistics (BJS). Data from tables and graphs used in many BJS reports can be obtained in spreadsheet files on 5½ and 3½ inch diskettes by calling 202-307-0784.

Single copies of other BJS bulletins and reports may be obtained from the BJS Clearinghouse, Box 179, Annapolis Junction, Maryland 20701-0179. The telephone number is 1-800-732-3277. Fax orders to 410-792-4358. For additional information and statistics on drugs and crime call the BJS Drugs and Crime Data Center and Clearinghouse on 1-800-666-3332.

Table 1. Prisoners under jurisdiction of State and Federal correctional authorities, June 30, 1994, December 31, 1993, and June 30, 1993, by region and State

	Total prison population*			Percent change from		Number of sentenced prisoners per 100,000 population on 6/30/94 <sup>b</sup>
	6/30/94	12/31/93	6/30/93	6/30/93 to 6/30/94	12/31/93 to 6/30/94	
<b>U.S. total</b>	1,012,851	973,325	941,816	7.5%	4.1%	373
Federal institutions	93,708	89,587	86,972	7.7	4.8	30
State institutions	919,143	883,738	854,844	7.5	4.0	343
<b>Northeast</b>	149,587	145,425	141,598	5.6%	2.9%	280
Connecticut	14,427	13,691	12,067	19.6	5.4	331
Maine	1,468	1,469	1,470	(-.1)	(-.1)	113
Massachusetts	10,072	10,034	9,950	1.2	0.4	165
New Hampshire	1,895	1,775	1,765	7.4	6.8	167
New Jersey	24,471	23,831	22,837	7.2	2.7	307
New York	65,962	64,569	63,875	3.3	2.2	361
Pennsylvania	27,071	26,050	25,588	5.8	3.9	224
Rhode Island	3,049	2,783	2,824	8.0	9.6	185
Vermont	1,182	1,223	1,222	(-3.3)	(-3.4)	138
<b>Midwest</b>	178,239	173,270	171,699	3.9%	2.9%	289
Illinois	35,614	34,495	33,072	7.7	3.2	302
Indiana	14,826	14,470	14,221	4.3	2.5	256
Iowa	5,090	4,898	4,695	8.4	3.9	180
Kansas	6,090	5,727	6,230	(-2.2)	6.3	239
Michigan	40,220	39,318	39,893	.8	2.3	423
Minnesota	4,573	4,200	4,286	6.7	8.9	100
Missouri	16,957	16,171	16,540	2.5	4.9	321
Nebraska	2,449	2,518	2,544	(-3.7)	(-2.7)	148
North Dakota	522	498	491	6.3	4.8	75
Ohio	41,155	40,641	39,792	3.4	1.3	369
South Dakota	1,636	1,553	1,538	6.4	5.3	227
Wisconsin	9,206	8,781	8,397	9.6	4.8	172
<b>South</b>	395,188	376,937	358,959	10.1%	4.8%	425
Alabama	19,098	18,624	18,349	4.1	2.5	439
Arkansas	8,916	8,625	8,736	2.1	3.4	356
Delaware	4,324	4,210	4,284	.9	2.7	391
District of Columbia	11,033	10,845	11,295	(-2.3)	1.7	1,578
Florida	56,052	53,048	50,603	10.8	5.7	404
Georgia	30,292	27,783	27,004	12.2	9.0	417
Kentucky	10,724	10,440	10,526	1.9	2.7	281
Louisiana	23,333	22,468	21,915	6.5	3.8	514
Maryland	20,887	20,264	20,173	3.5	3.1	392
Mississippi	10,631	9,907	9,586	10.9	7.3	385
North Carolina	22,650	21,892	21,086	7.4	3.5	314
Oklahoma	16,306	16,409	15,876	4.0	(-.6)	501
South Carolina	19,646	18,704	18,892	4.0	5.0	504
Tennessee	14,397	12,824	12,567	14.6	12.3	278
Texas	100,136	96,239	84,551	18.4	4.0	545
Virginia	24,822	22,850	21,857	13.6	8.6	374
West Virginia	1,941	1,805	1,859	4.4	7.5	106
<b>West</b>	196,019	188,108	182,588	7.4%	4.2%	328
Alaska	2,738	2,703	2,928	(-6.5)	1.3	256
Arizona	18,809	17,811	16,998	10.7	5.6	448
California	124,813	119,951	115,534	6.0	4.1	362
Colorado	9,954	9,462	9,188	8.3	5.2	272
Hawaii	3,248	3,129	3,079	5.4	3.7	170
Idaho	2,861	2,606	2,602	10.0	9.8	253
Montana	1,654	1,541	1,445	14.5	7.3	192
Nevada	6,745	6,412	6,512	3.6	5.2	456
New Mexico	3,704	3,498	3,440	7.7	5.9	216
Oregon	6,723	6,557	6,626	1.5	2.5	169
Utah	2,948	2,688	2,827	4.3	2.1	154
Washington	10,650	10,419	10,349	2.9	2.2	198
Wyoming	1,174	1,129	1,060	10.8	4.0	247

(-) Indicates a negative percent change.

\*Includes inmates sentenced to more than 1 year ("sentenced prisoners") and those sentenced to a year or less or with no sentence. Prisoner counts may differ from previously published figures and may also be revised.

<sup>b</sup>The rate per 100,000 residents is based on the number of prisoners sentenced to more than 1 year.

**Table 2. The prison situation among the States, June 30, 1994**

10 States with the largest total prison populations	Number of inmates	10 States with the highest incarceration rates, 1994*	Sentenced prisoners per 100,000 residents	10 States with the highest annual growth, 6/30/93 to 6/30/94	Percent change	10 States with the largest number of female prisoners	Number of female prisoners
California	124,813	Texas	545	Connecticut	19.6%	California	7,934
Texas	100,136	Louisiana	514	Texas	18.4	Texas	7,760
New York	65,962	South Carolina	504	Tennessee	14.8	New York	3,607
Florida	58,052	Oklahoma	501	Montana	14.5	Florida	2,869
Ohio	41,156	Nevada	456	Virginia	13.8	Ohio	2,556
Michigan	40,220	Arizona	448	Georgia	12.2	Michigan	1,883
Illinois	35,614	Alabama	439	Mississippi	10.9	Georgia	1,862
Georgia	30,292	Michigan	423	Florida	10.8	Illinois	1,723
Pennsylvania	27,071	Georgia	417	Wyoming	10.8	Oklahoma	1,558
Virginia	24,822	Florida	404	Arizona	10.7	Virginia	1,399

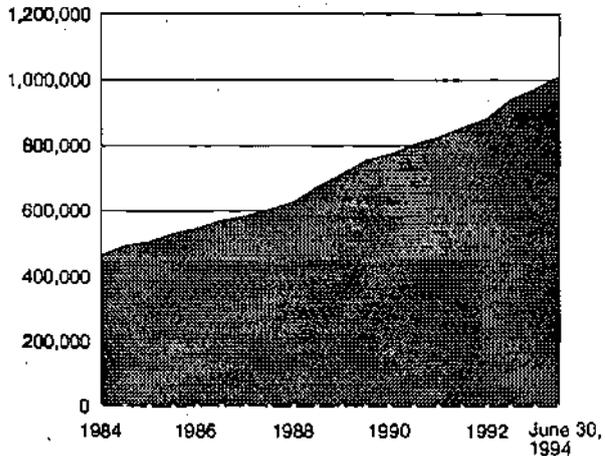
Note: The District of Columbia as a wholly urban jurisdiction is excluded.

\*The number of prisoners with sentences greater than 1 year per 100,000 residents.

**Table 3. Growth in the number of prisoners, 1988-94**

July 1- June 30	Annual increase in number of prisoners		
	U.S. total	Federal	State
1993-94	71,035	6,736	64,299
1992-93	69,525	9,583	59,942
1991-92	51,256	7,885	43,371
1990-91	49,268	5,602	43,666
1989-90	80,043	9,141	70,902
1988-89	68,875	5,560	63,315
Average growth, 1988-93	63,793	7,554	56,239

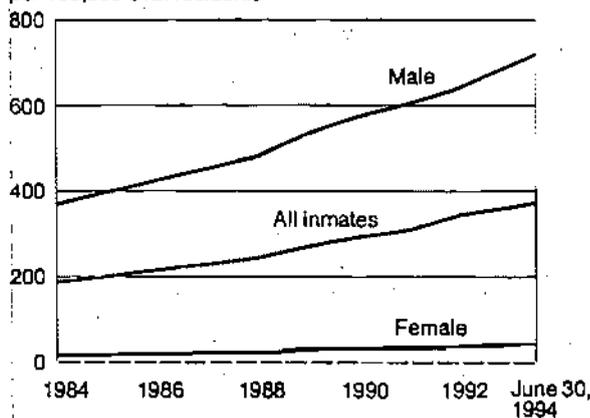
Number of inmates in State and Federal prisons



The State and Federal prison population increased from 462,002 on December 31, 1984, to 1,012,851 on June 30, 1994.

Fig. 1

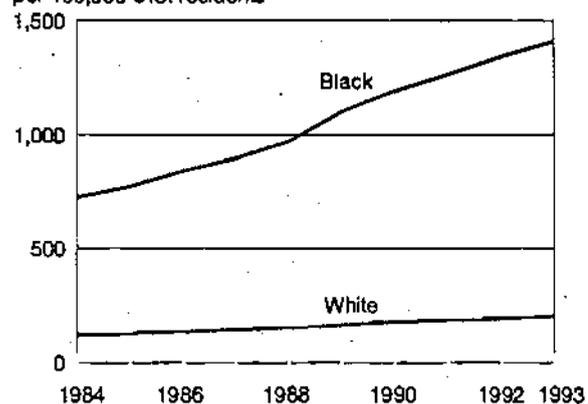
Number of inmates in State and Federal prisons per 100,000 U.S. residents



The number of State and Federal inmates per 100,000 U.S. residents increased from 187 in 1984 to 373 in 1994. In June 1994 the rates were 719 male inmates per 100,000 males and 43 female inmates per 100,000 females.

Fig. 2

Number of inmates in State and Federal prisons per 100,000 U.S. residents



Between 1984 and 1993, the rate of incarceration for whites increased from 116 per 100,000 white residents to 203, and the rate for blacks increased from 723 per 100,000 black residents to 1,432.

Fig. 3

## Jurisdiction notes

**Alaska.** Prisons and jails form an integrated system. NPS data include both jail and prison populations. Population counts for 1994 are based on custody data; previous counts were jurisdictional.

**Arizona.** Population counts are based on custody data.

**California.** Population counts are based on custody data and include civil narcotic addict commitments, county diagnostic cases, Federal and other States' inmates, and safekeepers.

**Colorado.** Population counts for "Inmates with over 1 year maximum sentence" include a small number of inmates with a maximum sentence of 1 year or less. Beginning June 30, 1991, Colorado is reporting jurisdictional population counts which are not strictly comparable to prisoner counts for prior reference dates.

**Connecticut.** Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Delaware.** In Delaware, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**District of Columbia.** In the District of Columbia, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Florida.** Population counts are based on custody data.

**Georgia.** Population counts are based on custody data.

**Hawaii.** Prisons and jails form an integrated system. NPS data

include both jail and prison populations.

**Illinois.** Population counts are based on custody data. Counts of "Inmates with over 1 year maximum sentence" include an undetermined number of inmates with a sentence of 1 year.

**Iowa.** Population counts are based on custody data.

**Kansas.** Population counts include approximately 400 inmates sentenced under the new Kansas Sentencing Guidelines Act (1993), a relatively small but undetermined number of whom had a sentence of less than 1 year.

**Maine.** Population counts do not include inmates with concurrent sentences when one of the sentences is a year or less.

**Maryland.** While population totals are actual manual counts, the breakdowns for sentence length are estimates.

**Massachusetts.** Population counts are based on custody data and exclude 799 males housed in local jails due to crowding, 30 inmates held in Federal Bureau of Prison facilities, and 65 inmates held out of State. Population counts could not be provided by sentence length. Counts of sentenced prisoners for earlier reporting periods may not be strictly comparable. Population totals are actual counts; however, the male/female breakdown is an estimate believed to be within 0.1% of the actual disaggregation. By law, offenders in Massachusetts may be sentenced to terms of up to 2 1/2 years in locally operated jails and correctional institutions. Such populations are excluded from the State count but are included in published population counts and rates for local jails and correctional institutions.

**Michigan.** Population counts are based on custody data and include inmates in the Community Residential Program.

**New Jersey.** Population counts are for inmates sentenced to 1 year. The Department of Corrections has no jurisdiction over inmates sentenced to less than 1 year.

**North Carolina.** In North Carolina, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. While population totals are actual counts, the breakdowns for sentence length are estimates believed to be accurate within 1% of the actual numbers.

**Ohio.** Population counts for inmates with maximum sentences greater than 1 year include an undetermined number of inmates with a sentence of 1 year or less.

**Oklahoma.** Population counts for inmates with maximum sentences greater than 1 year may include a small undetermined number of inmates with a sentence of 1 year.

**Rhode Island.** In Rhode Island, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with inmates with maximum sentences greater than 1 year only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Tennessee.** Population counts exclude 2,646 felons sentenced to local jails.

**Texas.** Population counts are now jurisdictional counts. Data for 1993 have been revised to include jail backups.

**Vermont.** Prisons and jails form an integrated system. NPS data include both jail and prison populations. Includes 291 inmates on furlough.

**West Virginia.** Population counts exclude 291 male and 12 female inmates housed in local jails solely to ease crowding.

**Wisconsin.** Sentence length for inmates counted as "unsentenced" is probably 1 year or greater. Population counts do not include 1,033 men and 154 women being supervised in the community by the Division of Intensive Sanctions.



## Bureau of Justice Statistics Bulletin

# Jail Inmates 1992

By Allen J. Beck, Ph.D.  
Thomas P. Bonczar  
and Darrell K. Gilliard  
BJS Statisticians

At midyear 1992 local jails held an estimated 444,584 persons. From July 1991 to June 1992, the number in jail grew 4%, about the same rate as for the previous 12 months. In 1992 overall jail occupancy was 99% of the rated capacity.

The 1992 Annual Survey of Jails provides these findings from data reported by 795 jurisdictions for 1,113 jails, about a third of all jails. Local officials administer these facilities which are able to hold persons for more than 48 hours but usually for less than 1 year.

Other survey findings include:

- About 1 in every 428 adult U.S. residents were in jail on June 30, 1992.

- A majority of jail inmates were black or Hispanic. White non-Hispanic inmates made up 40% of the jail population; black non-Hispanics, 44%; Hispanics, 15%; and non-Hispanic inmates of other races, 1%.

- An estimated 2,804 juveniles were housed in adult jails on June 30, 1992. The average daily juvenile population for the year was 2,527.

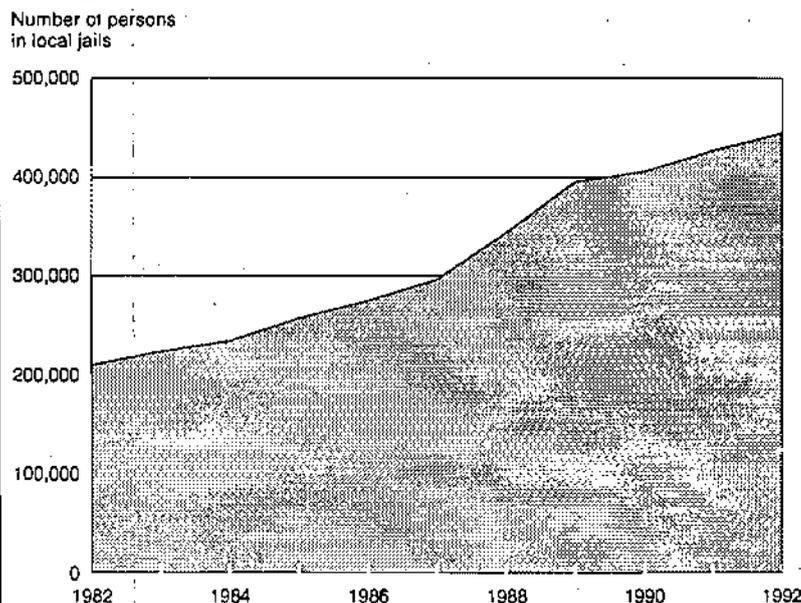
- Based on the most recent census (1988) 503 jurisdictions had an average daily population of at least 100 jail inmates. In 1992, these jurisdictions operated 814 jail facilities, which held 362,217 inmates, or about 81% of all jail inmates in the country.

August 1993

In 1992, for the first time in its 9-year history, the Annual Survey of Jails collected information from the large jurisdictions about the programs that their jails administer — bootcamps, work release, alternatives to incarceration, educational and treatment programs for inmates, and drug testing.

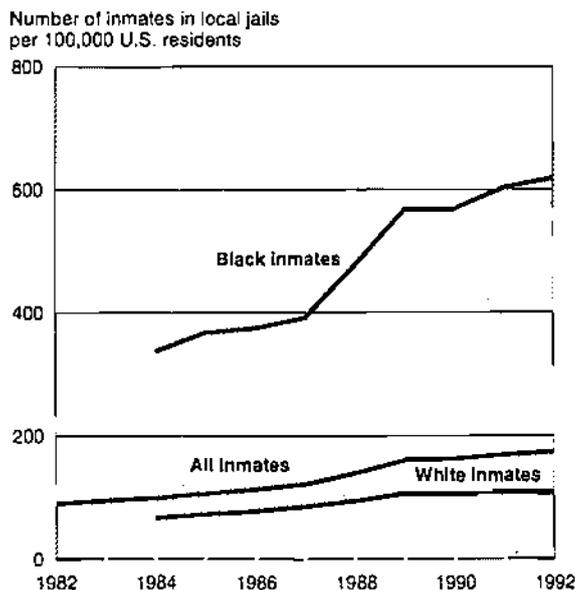
The 1992 Annual Survey of Jails and this Bulletin would not have been possible without the generous cooperation of jail administrators and staff whose facilities were selected for the survey.

Lawrence A. Greenfeld  
Acting Director



The U.S. local jail population increased from 209,582 in 1982 to 444,584 in 1992.

Fig. 1



The number of local jail inmates per 100,000 U.S. residents increased from 90 in 1982 to 174 in 1992. In 1992, the rates were 109 white inmates per 100,000 white residents and 819 black inmates per 100,000 black residents.

Fig. 2

## One-day counts

On June 30, 1992, the estimated number of inmates held in local jails was 444,584, an increase of 4.2% over the number held on June 28, 1991 (table 1). About 1 in every 428 adult residents of the United

**Table 1. Jail population: One-day count and average daily population, by legal status and sex, 1991-92**

	Number of jail inmates		
	Annual Survey of Jails		Percent change, 1991-92
	1991	1992	
<b>One-day count</b>			
All inmates	426,479	444,584	4.2%
Adults	424,129	441,781	4.2
Male	384,628	401,106	4.3
Female	39,501	40,674	3.0
Juveniles*	2,350	2,804	19.3
<b>Average daily population</b>			
All inmates	422,609	441,889	4.6%
Adult	420,276	439,362	4.5
Male	381,458	399,528	4.7
Female	38,818	39,834	2.8
Juveniles*	2,333	2,527	8.3

Note: Data for 1-day counts are for June 28, 1991, and June 30, 1992.

\*Juveniles are persons defined by State statute as being under a certain age, usually 18, and subject initially to juvenile court authority even if tried as adults in criminal court. Because less than 1% of the jail population were juveniles, caution must be used in interpreting any changes over time.

**Table 2. Number of jail inmates per 100,000 U.S. residents, 1970-92**

Year	U.S. resident population <sup>a</sup>	Jail inmates <sup>b</sup>	Inmates/100,000 residents
1992	255,082,000	444,584	174
1991	252,177,000	426,479	169
1990	249,415,000	405,320	163
1989	246,819,000	395,553	160
1988 <sup>c</sup>	244,499,000	343,569	141
1987	242,289,000	295,873	122
1986	240,133,000	274,444	114
1985	237,924,000	256,615	108
1984	235,825,000	234,500	99
1983 <sup>c</sup>	233,792,000	223,551	96
1982	231,664,000	209,582	90
1978 <sup>c</sup>	222,095,000	158,394	71
1972 <sup>c</sup>	209,284,000	141,588	68
1970 <sup>c</sup>	203,984,000	160,863	79

Note: Inmate counts for 1982, 1984-87, and 1989-92 are survey estimates and consequently subject to sampling error. For estimates of the sampling error for each year, see appendix table 2 in *Methodology*.  
<sup>a</sup>Estimated for July 1. Source: *Current Population Reports*, U.S. Bureau of the Census, Series P-25, Nos. 917 and 1095.  
<sup>b</sup>One-day counts.  
<sup>c</sup>Census of Local Jails.

States was in jail on June 30, 1992. Fewer than 1% of the inmates of the Nation's jails in 1992 were juveniles.

An estimated 2,804 juveniles were housed in adult jails across the country on June 30, 1992. Most juveniles in correctional custody are housed in juvenile facilities. (For a definition of juveniles and discussion of their detention, see *Methodology*, page 10.)

Since 1970 the number of jail inmates per 100,000 residents has risen 120%, from 79 to 174 (table 2). During the period, the number of jail inmates at midyear increased more than 2½ times, from 160,863 to 444,584.

The rates of incarceration in local jails have risen more rapidly for blacks than whites (figure 2). In 1984, the earliest year for which data are available, the incarceration rate for blacks was 339 jail inmates per 100,000 residents; by 1992, the rate was 619. For whites, the rates increased from 68 to 109 per 100,000. On June 30, 1992, local jails held an estimated 195,200 blacks and 233,000 whites.

## Average daily population

The average daily population for the year ending June 30, 1992, was 441,889, an increase of 4.6% from 1991. The average

**Table 3. Conviction status of adult jail inmates, by sex, 1991-92**

	Number of jail inmates in Annual Survey of Jails	
	1991	1992
Total number of adult inmates	424,129	441,781
Convicted	206,458	217,940
Male	185,947	196,656
Female	20,511	21,284
Unconvicted	217,671	223,840
Male	198,681	204,450
Female	18,990	19,390

Note: Data are for June 28, 1991, and June 30, 1992. Annual Survey of Jails data may underestimate the number of convicted inmates and overestimate the number of unconvicted inmates. Some facility records do not distinguish inmates awaiting sentence (or other convicted persons) from unconvicted inmates. The 1989 Survey of Inmates in Local Jails figures indicate that 43% of the inmates were unconvicted and 57% were convicted.

daily population for males increased 4.7% from the number in 1991; during the same period, the female average daily population increased 2.8%. The average daily juvenile population for the year ending June 30, 1992, was 2,527.

## Adult conviction status

At midyear 1992, convicted inmates made up 49% of all adult inmates (table 3). The number of convicted inmates increased 6% since June 28, 1991. Convicted inmates include those awaiting sentencing or serving a sentence and those returned to jail because they had violated the conditions of their probation or parole. From 1991 to 1992 the number of unconvicted inmates increased 3%. Unconvicted inmates include those on trial or awaiting arraignment or trial.

## Demographic characteristics

Males accounted for 91% of the jail inmate population (table 4). The adult male inmate population increased 4% from 1991 to 1992. An estimated 1 in every 226 men and 1 in every 2,417 women residing in the United States were in a local jail on June 30, 1992.

White non-Hispanic inmates made up 40% of the jail population; black non-Hispanics, 44%; Hispanics, 15%; and other races (Native Americans, Aleuts, Alaska Natives, Asians, and Pacific Islanders), 1%.

**Table 4. Demographic characteristics of jail inmates, 1991-92**

Characteristic	Percent of jail inmates	
	1991	1992
Total	100%	100%
Sex		
Male	90.7%	90.8%
Female	9.3	9.2
Race/Hispanic origin		
White non-Hispanic	41.1%	40.1%
Black non-Hispanic	43.4	44.1
Hispanic	14.2	14.5
Other*	1.2	1.3

Note: Data are for June 28, 1991, and June 30, 1992. Race was reported for 99% of the inmates in 1991 and for 98% in 1992.

\*Native Americans, Aleuts, Asians, Alaska Natives, and Pacific Islanders.

## Daily population movements

On June 30, 1992, local jails had more than 46,000 new admissions and discharges, about equally divided between the two categories (table 5). Discharges include sentence completions, bail, and deaths. These data exclude transfers among facilities and readmissions or other departures on June 30, 1992, which can only be estimated to have been within the range of 10,733 and 13,367. (For a discussion on reporting practices, see *Methodology*.)

## Occupancy

The number of jail inmates increased 4% from 1991, while the total rated capacity of the Nation's jails rose 7% (table 6). Between June 28, 1991, and June 30, 1992, the percentage of rated capacity which was occupied fell 2 percentage points to 99%.

Facilities with the largest average daily populations reported the highest occupancy rates. Occupancy was 114% of rated capacity in facilities with an average daily population of 1,000 or more, compared to 53% in those with fewer than 20 inmates.

Size of facility <sup>a</sup>	Number of facilities	Percent of rated capacity occupied
Fewer than 20	1,017	53%
20-49	773	77
50-99	559	82
100-199	370	91
200-999	405	103
1,000 or more <sup>b</sup>	76	114

<sup>a</sup>Based on the average daily population between June 28, 1991, and June 30, 1992.

<sup>b</sup>Includes an unspecified number of facilities for Cook County, Ill., and Orleans Parish, La., each counted as having 1 facility.

**Table 5. Jail admissions and discharges, by legal status of inmates, June 30, 1992**

	Number on 1 day		
	Total	Adults	Juveniles
New admissions	23,742	23,595	148
Discharges	22,287	22,131	155

Note: Admission and discharge data exclude transfers, readmissions, escapes, work releases, weekend sentences, medical appointments, and court appearances. Transfers and readmissions/other departures on June 30, 1992, are estimated to have been between 10,733 and 13,367.

## Jurisdictions with large jail populations

### Characteristics

In 1992, an estimated 81% of the total annual number of inmates in the Nation's local jails were housed in the facilities of 503 jurisdictions, each with an average daily population of at least 100 incarcerated persons at the time of the 1988 Census of Jails.

Region	Number of large jurisdictions	Population of large jail jurisdictions	
		June 30, 1992	Daily average 1991-92
All	503	362,217	356,471
Northeast	85	68,026	68,384
Midwest	91	44,514	43,329
South	229	152,061	147,644
West	98	97,616	97,114

Between June 28, 1991, and June 30, 1992, these jurisdictions held on average 356,471 inmates. On the day of the survey, June 30, 1992, these large jurisdictions held 362,217.

Including an unspecified number of facilities counted as 1 in both Cook County (Chicago), Illinois, and Orleans Parish (New Orleans), Louisiana, these jurisdictions reported data on 814 separate jail facilities — 73% of all facilities surveyed.

Nearly half of these large jurisdictions maintained an average daily population

of between 100 and 299 inmates (table 7). Although these jurisdictions represented 47% of all large jurisdictions, they held only 13% of the total annual number of inmates in large jurisdictions.

Twenty-nine jurisdictions reported an average daily population of between 2,000 and 22,220 inmates. With an average of more than 4 facilities per jurisdiction, they accounted for 16% of all facilities and 41% of the total average daily population in large jurisdictions.

**Table 7. Jurisdictions with large jail populations: Number of facilities and total average daily population, July 1, 1991-June 30, 1992**

Average daily population	Number		Total average daily population
	Jurisdictions	Facilities	
All	503	814	356,471
0-99 inmates <sup>a</sup>	7	8	587
100-199	127	145	19,251
200-299	107	134	25,877
300-399	55	77	19,265
400-499	40	56	17,522
500-999	91	157	63,732
1,000-1,999	47	107	64,316
2,000-3,999	15	48	39,382
4,000-22,220 <sup>b</sup>	14	82	106,539

<sup>a</sup>Seven jurisdictions reported 100 or more inmates in the 1988 Census of Jails.

<sup>b</sup>Includes an unspecified number of facilities for Cook County, Ill., and Orleans Parish, La., each counted as having 1 facility.

**Table 6. Jail capacity and occupancy, selected years, 1978-92**

	Census of Jails			Annual Survey of Jails			
	1978	1983	1988	1989	1990	1991	1992
Number of inmates	158,394	223,551	343,569	395,553	405,320	426,479	444,584
Rated capacity of jails	245,094	261,556	339,633	367,769	389,171	421,237	449,197
Percent of rated capacity occupied <sup>a</sup>	65%	85%	101%	108%	104%	101%	99%

Note: Data are for February 15, 1978; June 30, 1983, 1988, 1989, 1992; June 29, 1990; and June 28, 1991.

<sup>a</sup>Percent of rated capacity occupied is based on the 1-day count of inmates.

## 25 largest jail jurisdictions

Within the group of jurisdictions that have an annual number of inmates between 2,000 and 22,220 are the Nation's 25 largest jurisdictions. These 25 jurisdictions were in 11 States: 9 in California, 4 in Texas, 4 in Florida, and 1 each in New York, Illinois, Tennessee, Pennsylvania, Arizona, Louisiana, Maryland, and Georgia (table 8). These jurisdictions had between 1 and 16 jail facilities in their systems.

Six of the jurisdictions had a smaller average daily population in 1992 than in 1991, and six had a smaller population on June 30, 1992, than on June 28, 1991. Harris County (Houston), Texas, reported the largest growth during the year, an increase of 4,919 inmates on the day of the survey. New York City reported the sharpest decline; a decrease of 2,136 inmates.

On June 30, 1992, the 25 largest jurisdictions held 32% of all jail inmates nationwide. The two largest jurisdictions, Los Angeles County and New York City, had more than 40,700 inmates, 9% of the national total.

Overall, the number of inmates in the Nation's 25 largest jurisdictions on June 30, 1992, was 5% greater than on June 28, 1991. The number of jail inmates in these jurisdictions totalled 143,604, up from 132,506.

**Table 8. Twenty-five largest jurisdictions: Average daily population and one-day count, June 28, 1991, and June 30, 1992**

Jurisdiction	Number of jails in jurisdiction		Average daily population during		Population on	
	1991	1992	1991	1992	June 28, 1991	June 30, 1992
Los Angeles County, Calif.	9	9	20,779	22,220	20,885	22,289
New York City, N.Y.	17	16	20,419	18,673	20,563	18,427
Harris County, Tex.	3	4	6,751	8,086	6,808	11,727
Cook County, Ill.	--	---	7,257	7,621	8,356	9,089
Shelby County, Tenn.	2	2	5,008	6,108	5,755	6,096
Dade County, Fla.	7	7	5,343	5,965	5,493	5,733
Dallas County, Tex.	4	4	5,247	5,502	4,686	5,881
Philadelphia County, Penn.	7	6	4,897	4,878	4,589	4,422
Maricopa County, Ariz.	6	7	4,312	4,829	4,480	4,934
Orleans Parish, La.	--	---	3,677	4,737	4,481	4,737
Orange County, Calif.	3	3	4,378	4,688	4,390	4,690
San Diego County, Calif.	12	11	4,660	4,543	4,303	5,039
Santa Clara County, Calif.	7	7	4,072	4,368	4,166	4,369
Tarrant County, Tex.	4	4	3,779	4,321	4,000	4,858
Orange County, Fla.	2	2	3,267	3,582	3,225	3,536
Sacramento County, Calif.	3	3	3,170	3,265	2,980	3,165
Alameda County, Calif.	3	3	2,912	3,250	2,891	3,550
Broward County, Fla.	3	3	3,502	3,173	3,584	3,069
Baltimore City, Md.	4	4	2,828	2,900	2,894	3,006
San Bernardino County, Calif.	2	2	2,735	2,855	2,929	2,860
Fresno County, Calif.	3	3	2,061	2,572	1,980	2,286
Fulton County, Ga.	4	4	2,983	2,545	2,969	2,590
Bexar County, Tex.	1	1	2,313	2,377	1,981	2,626
Hillsborough County, Fla.	3	3	2,051	2,328	1,944	2,268
Riverside County, Calif.	4	4	2,240	2,180	2,174	2,181

Note: The jurisdictions are ordered according to their average daily population in 1992.  
 --These jurisdictions provided a single report covering all of their jail facilities.

## Inmates held for other authorities

Local jail jurisdictions frequently house inmates for other authorities, because of crowding elsewhere or routine needs of other jurisdictions, such as housing detainees pending their transfer or holding convicted inmates while awaiting transfer to State or Federal prison. Among the 503 jurisdictions with 100 or more inmates in 1988, 425 were holding inmates for other authorities in 1992 (table 9). Approximately 84% of these large jurisdictions had one or more jail facilities holding inmates for other authorities on June 30, 1992.

**Table 9. Jurisdictions with large jail populations: Impact of inmates held for other authorities, 1991-92**

	Number of jurisdictions/inmates	
	1991	1992
<b>Jurisdictions with large jail populations</b>	503	503
<b>Jurisdictions holding inmates for other authorities:</b> *	426	425
Federal	239	256
State	322	342
Local	220	218
<b>Jurisdictions holding inmates because of crowding elsewhere</b>	234	249
<b>All inmates in jurisdictions with large jail populations</b>	343,514	362,217
<b>Inmates being held for other authorities:</b>	39,906	48,980
Federal	7,792	9,528
State	27,566	36,097
Local	4,548	3,355
<b>Inmates being held because of crowding elsewhere</b>	23,464	32,193

Note: Data are for June 28, 1991, and June 30, 1992, covering all jurisdictions with an average daily inmate population of 100 or more at the time of the 1988 Census of Jails. The data for 1991 are revised from those presented in *Jail Inmates 1991*.

\*Detail adds to more than total because some jurisdictions held inmates for more than one authority.

Two-thirds of the large jurisdictions were holding inmates for State authorities; half for Federal authorities.

The number of jail inmates being held for other authorities by these large

jurisdictions increased by 9,063, up 23% from 1991. The number of State prisoners in local jails grew the most (31%), followed by the number of Federal prisoners (22%). Prisoners held for other local authorities decreased 26%, from 4,548 to 3,355.

*Court orders to reduce population and improve conditions*

At midyear 1992 more than a quarter of the 503 large jurisdictions reported that 1 or more of their jail facilities were under court order or consent decree to reduce the inmate population (table 10). On June 30, 1992, 131 jurisdictions were under court orders to limit the number of inmates, down from 135 in 1991.

Jail administrators in these 131 jurisdictions reported an increase of 13% in their rated capacity during the year, or an increase of 20,160 beds. On average these jurisdictions were operating at about 105% of their rated capacities. Administrators in the 372 jurisdictions not under orders to reduce population or crowding reported less than 1% rise in their rated capacity, and a slight increase in the occupancy rate, from 104% to 105%.

Judges intervened most often in the operation of jails with orders to reduce population or crowding, but they also cited other elements of the jail facility, staff, operation, or programs. Overall, 157 of the large jurisdictions were under court order to limit population or to correct a specific condition of confinement. Ninety-four were cited for two or more conditions of confinement:

Number of conditions cited by a court	Large jurisdictions with a facility under court order
1	63
2-3	33
4-5	11
6 or more	50

Nearly a third of the large jurisdictions with a facility under court order in 1992 were cited for six or more conditions. Forty-one of the 503 jurisdictions were cited for the totality of conditions (that is, the cumulative effect of several conditions). The most frequent condition cited was crowded living units (118 jurisdictions), followed by inadequate recreation facilities (62), medical facilities or services (57), and staffing (53).

Fourteen fewer jurisdictions were under court order for specific conditions of confinement on June 30, 1992, than on June 28, 1991. Six fewer jurisdictions were under court order for administrative segregation procedures or policies; three fewer for recreation; and four fewer for food service. Nine more jurisdictions were cited for grievance procedures or policies; eight more for staffing patterns.

**Table 10. Jurisdictions with large jail populations: Rated capacity and percent of capacity occupied, 1991-92**

Jurisdictions with large jail populations	Number of jurisdictions		Rated capacity		Number of jail inmates on last weekday in June		Percent of capacity occupied	
	1991	1992	1991	1992	1991	1992	1991	1992
Total	503	503	322,372	344,580	343,514	362,217	107%	105%
Jurisdictions with no jail under court order to reduce population	368	372	164,497	167,045	172,229	175,680	104%	105%
Jurisdictions with at least one jail under court order to reduce population	135	131	157,375	177,535	171,285	186,537	109%	105%

**Table 11. Jurisdictions with large jail populations: Number of jurisdictions under court order to reduce population or to improve conditions of confinement, 1991-92**

	Number of jurisdictions with large jail populations					
	Total		Ordered to limit population		Not ordered to limit population	
	1991	1992	1991	1992	1991	1992
Total	503	503	135	131	368	372
Jurisdictions under court order citing specific conditions of confinement	148	134	122	108	26	26
Subject of court order:						
Crowded living units	118	118	111	107	7	11
Recreation facilities	65	62	54	50	11	12
Medical facilities or services	58	57	45	41	13	16
Visitation practices or policies	35	37	30	29	5	8
Disciplinary procedures or policies	34	37	26	27	8	10
Food service	33	29	30	25	3	4
Administrative segregation procedures or policies	27	21	22	16	5	5
Staffing patterns	45	53	39	46	6	7
Grievance procedures or policies	29	36	24	29	5	9
Education or training programs	22	25	19	21	3	4
Fire hazards	17	22	17	19	0	3
Counseling programs	18	18	14	14	4	4
Inmate classification	37	40	34	32	3	8
Library services	50	49	38	36	12	13
Other	15	14	8	9	7	5
Totality of conditions	40	41	34	34	6	7

Note: Detail adds to more than the total number of jurisdictions under court order for specific conditions, because some jurisdictions were under judicial mandate for more than one reason.

*Jail programs and alternatives to incarceration*

In 1992, for the first time in the history of the survey, jurisdictions were asked if any of their jail facilities operated a boot camp or daily work release program and if any operated alternative-to-incarceration programs, such as electronic monitoring, house arrest, and day reporting.\* These programs are defined as follows:

**Bootcamp**— a program having a chain of command, highly regimented activity schedules, drill and ceremonies, and stressing physical challenges, fitness, discipline and personal appearance.

**Work-release**— a program that allows an inmate to work in the community unsupervised by correctional staff during the day and return to jail at night.

**Electronic monitoring**— a program in which offenders are supervised by correctional authorities outside of the jail facility by use of an electronic signalling device or programmed contact device attached to a telephone.

**House arrest (without electronic monitoring)**— a program in which offenders are legally ordered to remain confined in their own residence except for medical reasons and employment but are not subject to any electronic surveillance.

**Day reporting**— a program that permits offenders to remain in their residence at night and weekends while reporting to a correctional official one or more times daily.

\*Jail jurisdictions reported only for the programs that they operated. Within some counties other agencies may have operated similar types of programs.

**Table 12. Large jail jurisdictions offering a bootcamp, work release, or alternatives to incarceration, 1992**

	Large jail jurisdictions		
	Number	Program participants	Inmates in jurisdiction with program
Total	503	...	362,217
Special programs			
Bootcamps	9	1,463	39,484
Daily work release	359	17,887	263,370
Alternatives to incarceration			
Electronic monitoring	118	4,582	99,276
House arrest	18	602	13,912
Day reporting	43	2,445	41,318
Other alternatives*	57	6,181	67,826
No alternative offered	323	--	189,420

Note: A single jurisdiction could report participation in more than one type of alternative. Offenders in bootcamps and work release are counted as inmates in the jurisdiction total; participants in the alternative programs are excluded from the inmate count.

... Not determined.  
-- Not applicable.

\*The number of participants in other alternatives was estimated to be 2,850, community service; 391, weekend reporting; and 1,397, other.

On June 30, 1992, 9 of the 503 large jurisdictions were operating a bootcamp program (table 12). About 4% of the jail inmates (1,463) in these jurisdictions with bootcamps were participating in the program. Among inmates in all large jurisdictions, fewer than half of one percent were in a bootcamp.

Daily work release programs were available to inmates in more than two-thirds of the large jurisdictions. On June 30, 1992, 17,887 inmates in 359 jail jurisdictions were in a work release program. On that day, 7% of the inmates in these jurisdictions were participating in work release programs.

On June 30, 1992, 180 of the 503 large jurisdictions were operating an alternative-to-incarceration program, such as electronic monitoring, house arrest, or day reporting. Offenders in these programs are not considered jail inmates to be included in the midyear count because they are not in physical custody. They do not serve time in a jail facility but would if not for these programs.

Of the differing types of alternative programs, electronic monitoring was the most widely available and had the most participants (118 jurisdictions and 4,582 offenders). Day-reporting programs were offered in fewer jurisdictions (43) and had fewer than 2,445 participants. House arrest programs without electronic monitoring were operated by 18 jail jurisdictions with a total of 602 participants. Other types of alternative programs, such as community service and weekend reporting, were available in 57 jurisdictions. More than 6,100 offenders were participating in these other alternatives.

**Table 13. Jurisdictions with large jail populations reporting the most inmates in bootcamp, on work release, or participating in alternatives to incarceration, June 30, 1992**

Bootcamp			Work release			Alternative-to-incarceration programs*		
Jurisdiction	Number of inmates		Jurisdiction	Number of inmates		Jurisdiction	Number of offenders	
	Participating	In jurisdiction		Participating	In jurisdiction		Participating	In jurisdiction
Tarrant County, Tex.	590	4,858	Santa Clara County, Calif.	1,623	4,369	Riverside County, Ca.	1,435	2,181
New York, N.Y.	504	18,427	Los Angeles County, Calif.	1,465	22,289	Cook County, Ill.	1,223	9,089
Oakland County, Mich.	94	1,518	Milwaukee County, Wisc.	394	1,809	Orange County, Calif.	1,050	4,690
Orleans Parish, La.	77	4,737	New York, N.Y.	297	18,427	Alameda County, Calif.	966	3,550
Palm Beach County, Fla.	70	1,663	Santa Cruz County, Calif.	284	541	Lubbock County, Tex.	743	729
Ventura County, Calif.	56	1,540	Kern County, Calif.	250	2,363	Jefferson County, Kan.	467	884
Travis County, Tex.	37	2,049	Solano County, Calif.	248	702	Prince George's County, Md.	403	1,307
Santa Clara County, Calif.	24	4,369	Dallas County, Tex.	248	5,881	Butte County, Calif.	370	273
Brazos County, Tex.	11	323	Maricopa County, Ariz.	232	4,934	Stanislaus County, Calif.	320	784
			Philadelphia, Penn.	232	4,422	Dade County, Fla.	289	5,733

\*Alternatives to incarceration include electronic home monitoring, house arrest without electronic monitoring, day reporting, community service, weekend reporting,

and other programs conducted by the jail authorities. The number of participants in alternative programs was not included in the jail population reported at

midyear.

About three-quarters of all jail inmates in boot camps were in two jurisdictions — Tarrant County (Fort Worth), Texas, and New York City (table 13). Each of these jurisdictions had more inmates in a boot camp than the other seven jurisdictions combined.

Santa Clara and Los Angeles counties in California had the largest number of jail inmates in daily work release programs. Each of these jurisdictions had more than 1,000 work release participants.

Riverside County, California, stretching to the Nevada border east of Los Angeles, had the most offenders (1,435) participating in some type of alternative program. Cook County (Chicago), Illinois, had the second largest number of participants (1,223), and Orange County, California, containing Anaheim and Santa Ana, the third largest number, 1,050 offenders. More than 10% of offenders under the supervision of these jail jurisdictions were in an alternative-to-incarceration program.

### Drug testing

The 1992 Annual Survey of Jails asked the largest jurisdictions if and on whom they conducted urinalysis tests for drugs. Of all large jurisdictions, 308 said that they did test (table 14). Jurisdictions were more likely to test upon suspicion (219 jurisdictions) than testing all inmates at least once (35 jurisdictions). The number of jurisdic-

tions that tested at random or on an inmate's return from the community was about the same (159 and 153, respectively). Jurisdictions holding between 2,000 and 3,999 inmates were more likely to have at least 1 facility testing for drugs than any other group, 93%. Those jurisdictions that had from 100 to 199 inmates were least likely to test, 47%.

**Table 14. Large jurisdictions conducting urinalysis for drugs and type of surveillance, by size of jail population, 1992**

Average daily population*	Large jail jurisdictions						
	Total	Conducting urinalysis on inmates	Basis of drug testing				
			At random	On all inmates at least once	Upon suspicion	On inmates returning from community	Other basis
All	503	308	159	35	219	153	117
0-99	7	4	3	0	3	3	0
100-199	127	60	31	3	38	36	20
200-299	107	72	37	5	49	34	31
300-399	55	29	12	2	21	13	9
400-499	40	26	11	2	17	14	11
500-999	91	59	30	8	42	26	21
1,000-1,999	47	35	23	8	29	14	12
2,000-3,999	15	14	8	4	12	7	7
4,000-22,200	14	9	4	3	8	4	6

\*Based on the average daily jail population of the jurisdiction between June 28, 1991, and June 30, 1992.

### Selected jail programs

In the 1992 survey, the 503 largest jurisdictions were asked to report on inmate participation in drug treatment, alcohol treatment, psychological counseling or psychiatric care, and educational programs offered by their jail facilities. On June 30, 1992, at least 1 jail facility in 420 of these jurisdictions reported operating these types of programs. A total of 127 jurisdictions reported operating all 4 types of programs.

Educational programs (including literacy, basic education, and GED programs) were offered in more than two-thirds of the large jurisdictions. About 9% of the inmates in

these jurisdictions were participating in an education program at the time of the survey.

Alcohol and drug treatment programs were offered in more than half of the large jail jurisdictions. On June 30, 1992, 20,100 jail inmates were receiving alcohol treatment; 18,052 were receiving drug treatment. In the jurisdictions operating alcohol or drug treatment programs, the inmate participation rate was lower than 10%.

Psychological or psychiatric counseling programs were provided in 212 of the large jurisdictions. More than 14,000 jail inmates were participating in these programs.

### Inmate deaths

A total of 178 large jail jurisdictions (35%) reported one or more jails with an inmate death during the year ending June 30, 1992, compared to 190 (38%) the previous year (table 16). Natural causes other than AIDS were the leading cause of death among inmates in large jail jurisdictions (38%), followed by suicide (28%). AIDS-related deaths accounted for 24% of the total, injury by another person, 3%, and accidents or undetermined causes, 7%.

**Table 15. Jurisdictions with large jail populations: Selected jail programs and number of participants, June 30, 1992**

Programs for inmates	Large jail jurisdictions		
	Number	Program participants	Inmates in jurisdiction
Total	503	---	362,217
Drug treatment*	275	18,052	234,591
Alcohol treatment*	295	20,100	213,147
Psychological counseling	212	14,237	189,845
Education program <sup>1</sup>	350	25,591	282,328

\*Combined substance abuse programs and enrollment in them were classified by the substance most emphasized in the program.  
... Not determined.

**Table 16. Jurisdictions with large jail populations: Inmate deaths, 1991-92**

Cause of death	Jurisdictions reporting deaths <sup>a</sup>		Inmate deaths	
	1991	1992	1991	1992
Total	190	178	546	445
Natural causes <sup>b</sup>	118	90	278	170
AIDS	32	37	84	107
Suicide	89	93	131	124
Injury by another person	11	12	16	14
Other <sup>c</sup>	21	21	37	30

Note: Data are for the year ending June 28, 1991, and June 30, 1992, and cover all jurisdictions with an average daily inmate population of 100 or more at the time of the 1988 Census of Jails. The number of deaths from AIDS and other natural causes may have been under-reported in some jurisdictions that transferred sick inmates to outside hospitals and other medical facilities.

<sup>a</sup>Detail adds to more than total because some jurisdictions reported more than one type of death.

<sup>b</sup>Exclude AIDS-related deaths.

<sup>c</sup>Includes accidents and undetermined causes of death.

## Methodology

The 1992 Annual Survey of Jails was the ninth such survey in a series sponsored by the Bureau of Justice Statistics. The first was conducted in 1982. Complete enumerations of the Nation's jails are conducted every 5 years. Annual surveys — which collect data on all jails in jurisdictions with 100 or more jail inmates and on a sample of all other jails — are carried out in each of the 4 years between the full censuses. The reference date for the 1992 survey was June 30, 1992. Full censuses were done on February 15, 1978, June 30, 1983, and June 30, 1988.

A *local jail* is a facility that holds inmates beyond arraignment, usually for more than 48 hours, and is administered by local officials. Specifically excluded from the count were temporary lockups that house persons for less than 48 hours, physically separate drunk tanks, and other holding facilities that did not hold persons after they had been formally charged, Federal- or State-administered facilities, and the combined jail-prison systems of Alaska, Connecticut, Delaware, Hawaii, Rhode Island, and Vermont. Included in the universe were five locally operated jails in Alaska and eight jails that were privately operated under contract for local governments.

The 1992 survey included 1,113 jails in 795 jurisdictions. A *jurisdiction* is a county, municipality, township, or regional authority that administers one or more local jails. The jails in 503 jurisdictions were automatically included in the survey because the average daily inmate population in these jurisdictions was 100 or more in the 1988 census. The jurisdictions with large jail populations, referred to as certainty jurisdictions, accounted for 814 jails and 362,217 inmates, or 81% of the estimated inmate population on June 30, 1992.

The other jurisdictions surveyed constituted a stratified probability sample of those jurisdictions whose average daily population was less than 100 in the 1988 jail census.

Data were obtained by mailed questionnaires. Two followup mailings and phone calls were used to encourage reporting. The response rate was 99% for all jails. For the eight jails in certainty jurisdictions

**Appendix table 1. Standard error estimates, 1992**

Characteristic	Estimate	Standard error	Relative standard error (percent)
<b>One-day count</b>			
All inmates	444,584	2,076	0.47%
Adults	441,781	2,040	0.46
Male	401,106	1,866	0.46
Female	40,674	306	0.76
Juveniles	2,804	217	7.75
<b>Average daily population</b>			
All inmates	441,889	2,083	0.47%
Adults	439,362	2,066	0.47
Male	399,528	1,948	0.49
Female	39,834	280	0.70
Juveniles	2,527	196	7.77
<b>Adult inmate status, 6/30/92</b>			
Convicted	217,940	1,740	0.80%
Male	196,656	1,594	0.81
Female	21,284	248	1.17
Unconvicted	223,840	1,344	0.60%
Male	204,450	1,260	0.61
Female	19,390	172	0.89
<b>Sex</b>			
Male	403,768	1,895	0.47%
Female	40,816	314	0.77
<b>Race/Hispanic origin</b>			
White non-Hispanic	173,973	1,827	1.05%
Black non-Hispanic	191,188	1,530	0.80
Hispanic	82,961	561	0.89
Other	5,831	319	5.46
<b>Total rated capacity</b>	<b>449,197</b>	<b>2,693</b>	<b>0.60%</b>

**Appendix table 2. Estimated number of inmates and standard errors for Annual Survey of Jails, selected years, 1982-92**

	Number of jail inmates (1-day count)	Estimated standard error	Relative standard error (percent)
1982	209,582	1,470	0.70%
1984	234,500	1,105	0.47
1985	256,615	1,459	0.57
1986	274,444	1,465	0.53
1987	295,873	1,687	0.57
1989	395,553	1,583	0.40
1990	405,320	1,778	0.44
1991	426,479	2,151	0.50
1992	444,584	2,076	0.47

and the one jail in a noncertainty jurisdiction not responding to the survey, data were adjusted by applying the average growth factor for facilities in the same stratum and region with the same type of inmates (men, women, or both sexes).

National estimates for the inmate population on June 30, 1992, were produced by sex, race, legal status, and conviction status and for the average daily population during the year ending June 30, 1992, by sex and legal status. National estimates were also produced for rated capacity. Administrators of jails in jurisdictions with large jail populations provided counts of inmates held for other authorities, inmate deaths, and jails under court order.

#### Sampling error

National estimates have an associated sampling error because jurisdictions with an average daily population of less than 100 were sampled for the survey. Estimates based on a sample survey are apt to differ somewhat from the results of a survey canvassing all jurisdictions. Each of the samples that could have been selected using the same sample design could yield somewhat different results. Standard error is a measure of the variation among the estimates from all possible samples, stating the precision with which an estimate from a particular sample approximates the average result of all possible samples. The estimated relative sampling error for the total inmate population of 444,584 on June 30, 1992, was 0.47%.

Results presented in this Bulletin were tested to determine whether statistical significance could be associated with observed differences between values. Differences were tested to ascertain whether they were significant at the 95-percent confidence level or higher. Differences mentioned in the text meet or exceed this 95-percent confidence level. (See appendix table 1.)

#### Measures of population

Two measures of inmate population are used: the average daily population for the

year ending June 30 and the inmate count on June 30 of each year. The average daily inmate population balances out any extraordinary events that may render the 1-day count atypical. The 1-day count is useful because some characteristics of the inmate population — such as race, Hispanic origin, and detention status — can be obtained for a specific date, but may not be available on an annual basis.

#### Population movement

In contrast with prior years, admission and discharge data were collected for the single day, June 30, 1992, rather than for the entire year preceding the census date to improve data quality and to ease reporting burdens. Intrasystem transfers within jail systems have been removed from counts of admissions and discharges and included with a combined estimate of transfers between jails and long-term medical and mental health facilities and readmissions/other departures. Because some jurisdictions do not maintain separate records for returning inmates who were on temporary transfers to other facilities or readmissions resulting from weekend sentences, medical appointments, and court appearances, it was only possible to provide an estimate of the volume of this movement.

#### Juveniles

State statutes and judicial practices allow juveniles to be incarcerated in adult jails and prisons under a variety of circumstances. *Juveniles* are persons who are defined by State statute as being under a certain age, usually 18 years, and who are

initially subject to juvenile court authority even if tried as adults in criminal court. The Juvenile Justice and Delinquency Prevention Act of 1974 requires sight and sound separation from adults for those juveniles not tried as adults in criminal court but held in adult jails. A 1980 amendment to that 1974 act requires the removal of juveniles from local jails, except those juveniles who are tried as adults for criminal felonies. The proportion of juveniles who were housed in adult jails in accordance with these guidelines is not available.

This report was written by Allen J. Beck, Thomas P. Bonczar, and Darrell K. Gilliard. Corrections statistics are prepared under the general direction of Lawrence A. Greenfeld. James Stephan reviewed the statistics. Tom Hester edited the report. Marilyn Marbrook administered production, assisted by Betty Sherman, Jayne Pugh, and Yvonne Boston. Collection and processing of the 1992 Jail Survey were conducted by Margaret Ferguson and Linda Huang under the supervision of Alan Stevens, Governments Division, U.S. Bureau of the Census.

August 1993, NCJ-143284

Data used in this report will be available from the National Archive of Criminal Justice Data at the University of Michigan, 1-800-999-0960. The data sets will be archived as the Sample Survey of Jails.

**Appendix table 3. Estimated number of persons in local jails and the rates per 100,000 U.S. residents for white and black inmates, for figures 1 and 2 on the front page**

	U.S. resident population		Estimates Inmates in local jails		Rate of inmates per 100,000 residents*	
	White	Black	White	Black	White	Black
	1992	213,329,000	31,523,000	233,000	195,200	109
1991	210,899,000	31,164,000	229,900	188,300	109	604
1990	209,150,000	30,620,000	221,400	174,300	106	569
1989	207,540,000	30,143,000	220,700	171,300	106	568
1988	206,129,000	29,723,000	197,700	142,000	96	478
1987	204,770,000	29,325,000	176,700	115,000	86	392
1986	203,430,000	28,942,000	160,000	108,600	79	375
1985	202,031,000	28,569,000	147,600	105,200	73	368
1984	200,708,000	28,212,000	136,200	95,600	68	339

\*Rates are calculated using unrounded numbers of inmates.  
Sources: Survey of Local Jails in 1984-87, 1989-92. 1988 Census of Jails.  
Current Population Reports, U.S. Bureau of the Census, Series P-25, No. 1095.

Crim -  
Prisons

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49149 P.21

Statement of  
Kathleen M. Hawk, Director  
Federal Bureau of Prisons  
Before the  
Subcommittee on  
Intellectual Property and  
Judicial Administration  
House Judiciary Committee

February 10, 1994

Mr. Chairman and members of the Subcommittee, I appreciate the opportunity to appear before you and provide the Department of Justice's views on the prison-related aspects of H.R. 1881, and related legislation.

In approaching this issue, it is increasingly clear that if we as a Nation are serious about the issue of violence, then we must be serious about controlling violent criminals. The Administration is committed to doing just that -- protecting our citizens from violence by locking up those who are truly dangerous, and by making sure these violent offenders are never released prematurely due to lack of prison bedspace.

However, as I will explain throughout my testimony today, as a prison administrator, I believe the best way to protect the public is not by establishing a network of national regional prisons, but rather through a grant-based program of direct assistance to the States. There are no advantages to elevating the confinement function for State offenders to the national level and, as I will mention, there are a number of serious disadvantages.

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**Correctional Perspective on the Proposed Legislation**

As you are aware, several pieces of legislation were introduced in the 1st Session of the 103rd Congress, with the intent of encouraging and supporting States in the confinement of selected violent, drug, or alien offenders. My testimony will focus on two of these bills -- H.R. 2892 and a section of the Violent Crime Control and Law Enforcement Act of 1993 passed by the Senate last session -- which would have the Federal Government operate a system of national regional prisons, to which states which enact certain sentencing-related changes in their criminal justice systems could send inmates.

The national regional prison proposal in H.R. 2892 directs the Attorney General to establish a Regional Prison Task Force composed of the Director of the Bureau of Prisons and a senior correctional administrator from each participating state. In consultation with this group, the Attorney General would create a nationwide regional prison system plan. The task force would report to Congress on: the definition of the boundaries and number of regional prisons; the terms of partnership agreements; the Bureau of Prisons' administrative role; the determination of any multi-State responsibilities; and, the specification of Federal and State responsibilities for construction and operating costs. The legislation provides that States would be responsible for at least 50 percent of the costs of building and operating

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these facilities. It also ties access to the national regional prison system to certain sentencing and other changes in participating States' criminal justice systems.

While we share the goal of assisting States in increasing their ability to incarcerate violent criminals, the Administration believes that there is no advantage -- and there is considerable disadvantage -- to establishing a national regional prison system. We support an alternative, tested, approach of providing direct Federal assistance to States, and allowing them to pursue their own individual confinement strategies, based on the specific statutes, offender mixes, and correctional resources in each State.

The Administration believes the preferable legislative option is a grant-based strategy, which could more effectively meet States' needs and acceptance by allowing them greater flexibility in responding to violent crime within the context of their individual criminal justice systems. Under this alternative approach, States would still have to enact certain criminal justice reforms related to violent offenders. But, having done so, they then would qualify for monies to construct and operate various types of prison facilities (including State-based regional prison options), or to activate existing prison beds that are currently empty, and to do so in a more effective and timely manner than through new construction. This alternative

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strategy would not involve the Federal Bureau of Prisons as an operational or administrative go-between.

With that as a preface, I would like to provide more specific information about why the Administration is recommending the shift from a national regional prison system to a grant structure.

#### Limitations of the National Regional Prison Concept

From our standpoint, there are several major limitations in the national regional prisons concept which argue persuasively against its inclusion in this legislation.

#### Operational Issues

First, despite the fact that the regional prison concept is not new -- many states have explored it -- no multi-state regional prison has ever been opened. As far back as 1973, and later in 1978, groups of states in the Northeast and West extensively considered -- and abandoned -- the possibility of commissioning and operating regional correctional facilities. This suggests there are serious obstacles to be overcome in any enterprise of this kind -- problems which would prevent achievement of the intended effect of the legislation now pending in Congress.

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We have other information that suggests the same conclusion. In 1984, the National Institute of Corrections (NIC) commissioned a study of this issue. That project involved reviewing the previous exploratory assessments, as well as the experience of local jurisdictions with regional jail and detention facilities. The NIC study found that while there seemed at first to be no insurmountable barriers to a regional prison operation, none of the jurisdictions involved in studying such an enterprise came to the conclusion that the benefits outweighed the drawbacks.

Those drawbacks should give us pause as well; I can tell you that as a correctional administrator they greatly concern me.

Those charged with managing multijurisdictional facilities would have to deal on a daily basis with major differences among States in areas such as sentencing equity and computation, inmate classification schemes, and fundamental correctional policies. Large-scale regionalization would present great difficulty in maintaining important community ties when inmates are geographically remote from their homes and families. Inmate transportation costs would be significantly increased, as would the security risks associated with moving dangerous offenders to distant institutions. Likewise problematic in such a facility would be inmate industrial work programs, because the various States have significantly different laws regulating prison labor and the sale of prison-made goods, as well as varying statutory

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entitlements to inmate pay and benefits. Resolution of these problems in a national prison setting -- as well as the critical issue of the market impact of an expanded Federal prison industries program -- would be equally serious.

In a related NIC survey of prison administrators, one of the perceived benefits of a potential regional prison came from the ability to place the proportionately smaller number of inmates with special needs (such as the infirm, mentally ill, or those in need of drug treatment) in specialized institutions with programs to meet those needs. This would afford greater economies of scale to States that lack the resources to provide special programming for these subpopulations. It is this narrow area in which some promise might be found for joint prison operations. But it is important to emphasize at the same time there is nothing in such a strategy which argues for direct Federal involvement, or demonstrates that a national system would be more effective than one developed and sustained by State participants.

#### Cost Concerns

In some ways, the cost issue provides the most dramatic illustration of the burden the Federal Government would be required to undertake if the proposed legislation were to be enacted.

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Taking all construction and operating costs into consideration, the facts here are stark and sobering. Whether the \$3 billion in the Senate bill, nor the \$6 billion that H.R. 2822 would provide -- \$1 billion from both Federal and State sources -- are sufficient to build and operate even a minimum of 10 national regional prisons for more than a few years.

Actual cost projections for this legislation are difficult to calculate, primarily because the Regional Prison Task Force to be created by H.R. 2822 would have a great deal of discretion regarding the number of national regional prisons and the number of inmates they would confine and, obviously we do not know the final form their recommendations would take. However, there is a model from which we can make some hypothetical projections. Two bills, including one recently passed in the Senate, specify that each of 10 national regional prisons should confine 2,500 high-security inmates. For illustrative purposes, we will use that bill's structure. Even with this somewhat minimal system (in relation to the broader range of State offenders who would qualify for transfer to national regional prisons under H.R. 2822) the costs are enormous.

Construction costs for the 10 facilities would total about \$2.8 billion. We arrived at this figure by considering not just our experience, but current construction costs in several State correctional systems (California, Michigan, New York, and Ohio)

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as well. Our analysis indicates that each new national regional prison bed would cost approximately \$100,000, or a total of \$2.8 billion for 25,000 inmates. And this is just to fund a minimal system.

Analysis of operational costs also requires a look at the likely construction timetable. Given the realities of site acquisition, design and planning, and other factors, about 4 years typically are needed from the time of authorization of a new prison to its activation. A phased activation timetable would be used for a large, complex project of this type; with a 4-year timetable, two new facilities would come on line each year for 5 years, starting in 1998 and continuing through 2002.

Under this schedule, operational costs would climb slowly, but steadily. Confining the first 5,000 inmates would cost almost \$150 million in 1998. An additional 5,000 inmates, added each year through the year 2002, would bring annual operational costs in that year to about \$834 million. Cumulatively, these annual operational costs would reach almost \$3.3 billion by the year 2002.

Adding the two together -- construction costs of \$2.8 billion and operating costs of \$3.3 billion for just the first 6 years -- suggests a total outlay of \$6.1 billion. This means that the \$1 billion provided in the Senate bill clearly would be insufficient

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for this project. The aggregated State and Federal funding of \$6 billion provided in H.R. 2892 is barely enough to see just 10 national regional prisons activated by 2002.

Perhaps equally unimpressive is that annual funding for continuing operations beyond 2002 would approach and soon exceed \$1 billion. Again, this is just a minimal system -- there is every reason to believe that there are far more potentially eligible State offenders than the 25,000 upon which this projection is based. In short, we think it is obvious that these exceedingly high long-term operational costs are what make national regional prisons a prohibitively expensive proposition -- one that should be set aside in favor of the grant approach we advocate.

As a related issue, I want to note that pending legislation also presents the inevitability of adding a large number of employees to the Federal workforce at a time when we all are concerned with reducing employment levels. Such a major increase -- up to 8,000 new Federal employees for just 10 facilities -- would run counter to efforts being made by the Administration to reduce the Federal workforce in line with the National Performance Review.

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**Timeline**

I think we would all agree that the assistance we want to make available to the States should be provided as soon as possible. Yet -- as well-intentioned as the current legislative proposal is -- as I've pointed out, the realities of high-security prison construction mean that no beds in newly-constructed national regional prisons would become available to the States for about 4 years.

There is, however, another aspect to this particular issue which bears on the possible options for providing assistance. A January 1992 NIC survey of State corrections departments found almost 12,000 beds were not being used due to lack of funding. Many of these empty beds were within some of our Nation's largest State correctional systems.

That same study also identified the number of beds planned but not funded, which then totaled more than 51,000. These were beds in the planning stage, which States believed would be well-suited to their needs, but for which they had not as yet identified the source of operational funding. Rather than tying up funds in national regional prison construction projects, grants could be used to provide operational funding to States as these beds -- many of which may be well along in the planning phase -- become available.

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In either scenario -- beds now empty or beds "in the pipeline" -- providing funds directly to States could make prison beds available almost immediately -- long before new national regional prisons could be constructed.

It also is possible that regional groups of States may opt for using grant monies to reconfigure their current bedspace -- again a quicker option than new construction. Renovation and expansion of existing prisons or conversion of other available State institutions, such as mental health facilities, could be funded. To achieve economies of scale, States could consolidate certain resource-intensive inmates (such as sex offenders, and inmates with medical, mental health, or drug abuse treatment needs) in State-managed regional operations. Other options might include one State using grant funds to adapt existing or build new facilities for the purpose of accepting prisoners as boarders from other nearby jurisdictions. These "bed-shifting" strategies would free existing prison space in the individual State correctional systems for violent offenders.

As a final consideration when thinking about providing timely relief to the States, it is possible that some private-sector correctional resources might fit into the picture. There presently are a number of private prisons that could make minimum- and low-security beds available to States, if funds were available. This fact suggests that for some jurisdictions and

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for some minimum- and low-security inmates, such as many aliens now in state custody, states might consider contracting with private corrections firms. This option would permit the states to retain their more violent inmates in the higher-security state prisons.

#### Conversion of Military Property

There has been some discussion of the possibility of using surplus military bases for correctional purposes, even national regional prisons. We do not see this as a practical solution to the problem of confining violent, dangerous offenders. In virtually every case, existing military facilities are unsuitable for immediate correctional use, and conversion would be prohibitively expensive.

As you are aware, the Bureau is not averse to using military resources; we have aggressively pursued this strategy whenever suitable facilities have been available for lower-security cases. In fact, about one-third of our institutions are located on active or surplus military bases. Most recently, we activated a major operation at Fort Dix, New Jersey, which, when fully activated, may confine up to 3,200 low-security offenders. But over the years, we have found that most military bases are appropriate for confining only minimum- to low-security offenders who present minimal risk to institutional and community safety.

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Existing military structures -- designed for typical non-secure uses -- are extremely expensive to convert to house the type of high-security offender targeted in this legislation. These inmates require supervision and control that cannot be effectively provided in barracks or dormitory-type settings. Retrofitting the support facilities for high-security prison use, areas such as kitchen, laundry, and other structures, is very costly. Second, the demolition and site preparation work associated with building totally new high-security prisons on surplus bases also is very expensive. These front-end costs actually make use of these sites more expensive than construction on land donated to the Bureau of Prisons by localities or available in rural areas for a nominal cost. For these reasons, we do not view the military base option as one that provides a cost-effective solution to the problem of confining high-security offenders defined in this legislation.

There is one possibility that should be mentioned, since existing law already provides for the transfer of surplus military properties to the States. It is conceivable that some "bed-shifting" -- of non-dangerous state offenders to converted military bases made available to the States -- could occur if grant monies were available to facilitate the somewhat lower conversion costs involved for low-security use. Careful screening would be needed to ensure public safety, but it is

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likely that a modest number of higher-security beds could be freed up for violent offenders through such a strategy.

### **Flexibility**

Finally, there is the issue of flexibility in responding to the individual correctional needs of the 50 States, each of which brings to this issue a wide variety of highly specific problems. It is true that officials in every State are concerned about violent crime, but virtually every State is differently positioned to deal with it, in terms of current population levels, ongoing and planned construction, and the legislative foundation from which they would respond to any new Federal initiatives.

While the Federal Government does have an appropriate role in relation to State and local criminal justice systems, a national regional prison system would not provide sufficient flexibility to meet the needs of the various States. Particularly in criminal justice matters, these other levels of government must retain considerable autonomy in responding to the needs of the citizenry.

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**Grant-Based Option: Flexibility in Meeting States' Needs**

Awareness of the significant limitations of a national regional prison system begs the question of how to best meet the States' needs, so let me elaborate on what I have already suggested is the highly preferred option for providing the assistance we all agree is needed by the States.

The proposed national regional prison legislation assumes there is only one solution to the problem of assisting States in incarcerating violent offenders. We believe there could be at least 50 different solutions, because the correctional problems faced by States differ so greatly. Therefore, the approach to helping the States find workable options must be flexible and must provide them with a broad array of practical choices.

It is the Administration's view that rather than create a national regional prison system solely for violent or illegal alien offenders, the Federal Government should establish a grant-based correctional assistance program under the authority of the Attorney General. Grant funds would be directed to the States in order to facilitate the development of creative strategies of the type I have already mentioned. It would maximize support of the States in a far more flexible, timely, and cost-effective manner. States could pursue their own prison expansion initiatives, or enter into multi-State consortia based on any one of several

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models which do not involve direct Federal facility management. This is a far more effective way to expand prison capacity and achieve greater economies of scale in prison operations at the State level, all in a timely manner.

This flexibility is critical because, in working with my counterparts in the States, I have learned that most already are planning for the incarceration of violent offenders, who compose a major portion of most State inmate populations. For many States, the funding assistance provided through Federal grants could be channeled much more effectively, as I have suggested, to support the incarceration of targeted groups of offenders -- those who are more resource-intensive to manage. For many States, relief in these areas would allow them to devote other resources to ensure the incarceration of their violent population for long periods of time, through both direct bedspace and "bed-shifting" strategies.

Under this approach, the Federal role would be to provide financial grants, as well as guidelines and technical assistance on relevant correctional issues. This would significantly assist the States without incurring many of the limitations of the national regional prison proposals previously enumerated. For example, this approach:

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Avoids operational limitations inherent in the national regional prisons concept. States can avoid problems such as moving prisoners further away from their local communities than necessary, or conflicting statutes or regulations governing inmate classification or release, and prison industries.

Eliminates the burden of providing long-term operational funding for a national regional prison system. By using a grant structure, there would be no long-term operational commitment on the part of the Congress to funding such a system, and grants could be directed in a more customized manner toward the most efficient and effective options developed in various states.

Allows monies to be spent in a way to ensure greatest and most timely impact. States would have expedited access to resources already available in some jurisdictions in the form of prisons already constructed, but not activated due to funding problems; states also could explore other more timely options for gaining additional prison capacity.

Avoids the need to create thousands of new federal full-time equivalent positions. This is especially important in the context of federal deficit problems and current efforts to reduce the federal government by 232,000 positions.

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Allows States sufficient flexibility to better utilize the conversion of surplus military property. While surplus military properties are generally not appropriate for housing violent inmates with high-security needs, under this approach, States could use grant funds to convert them to house non-dangerous, lower security inmates who are considered resource-intensive cases; those with medical or drug-treatment needs and some criminal aliens could potentially be groups from which to draw for this strategy.

#### conclusion

Let me conclude my comments by reiterating that we believe the concept of a national regional prison system would be a very limited solution to meeting the wide variety of State correctional needs. The operational and cost concerns about a Federal-level approach argue against the current legislation, as do equally valid concerns about timeliness and flexibility.

Our intent in proposing the grant approach is identical to that of Congress and our fellow administrators in the states. We want to make the most effective contribution we can to safeguarding our society against violent criminals. Far from weakening the proposed legislation, the changes I have outlined today would increase the efficiency of Federal funding support and thus maximize the actual benefits to the States.

Crime  
Prisons

**ASSESSMENT OF LIKELY IMPACT ON THE MISSOURI PRISON POPULATION  
OF THE RULES CONCERNING VIOLENT OFFENDERS WITH SENTENCES OF OVER 5 YRS  
as set forth in the Senate version of the Crime Bill.**

**The narrative**

The Senate version of the Crime Bill specifies that eligible states must provide "truth in sentencing with respect to any felony crime of violence involving the use or attempted use of force against a person, or use of a firearm against a person for which a maximum sentence of 5 years or more is authorized that is consistent with that provided in the Federal system in chapter 229 of title 18, United States Code, which provides that defendants will serve at least 85 percent of the sentence ordered and which provides for a binding sentencing guideline system in which sentencing judges' discretion is limited to ensure greater uniformity in sentencing" (pp.364-365).

The group in question is comprised of offenders who committed violent crimes against a person and received sentences equal to or longer than 5 years. For the purpose of this projection, violent crimes were interpreted as those with NCIC codes under 2000. This leaves in offenders imprisoned in Missouri for the crimes of homicide, sexual assault, robbery, simple and aggravated assault and kidnapping. The records of offenders who received at least one sentence of 5 and more years in length for one of these crimes were examined. Inmates whose stay in prison would be affected by the provision quoted above comprise nearly half of the current Missouri prison population (49.79%).

Inmates in the target category were broken down into subgroups according to the class of their major felony. This produced 7 subgroups: class A, B, C and D felonies, class O - old-code offenses, class N - non-code offenses and class U - unknown class. In addition, inmates with life sentences were combined into a separate category, because for them such indicators as percentage of sentence actually served are problematic. For offenders in target category who left prison in 1991 - 1993, a comparison was made between the maximum aggregate sentence length and the actual time served in prison. Average percent of the maximum aggregate sentence that was served was computed for seven subgroups, along with the average number of years that a subgroup of inmates would be required to serve under the 85% of the sentence provision spelled out in the document quoted above. Based on the fact that lifers come to prison at an average age of 29 we estimated that they would spend at least 30 years in an institution if they were to never leave the prison walls. The same assumption was made for the class O inmates whose maximum aggregate sentence is on average over 55 years. Again, inmates in all seven subgroups were convicted for violent crimes and given sentences at least 5 years in length.

For the purpose of this projection it was assumed that prison admissions of violent offenders with 5 year sentences will not increase in the future. This assumption was made in order to trace influence of only one parameter, length of stay. The length of stay for each of subgroups was adjusted so as to comply with the 85% of maximum aggregate sentence guideline. As statistics in the table indicate, the

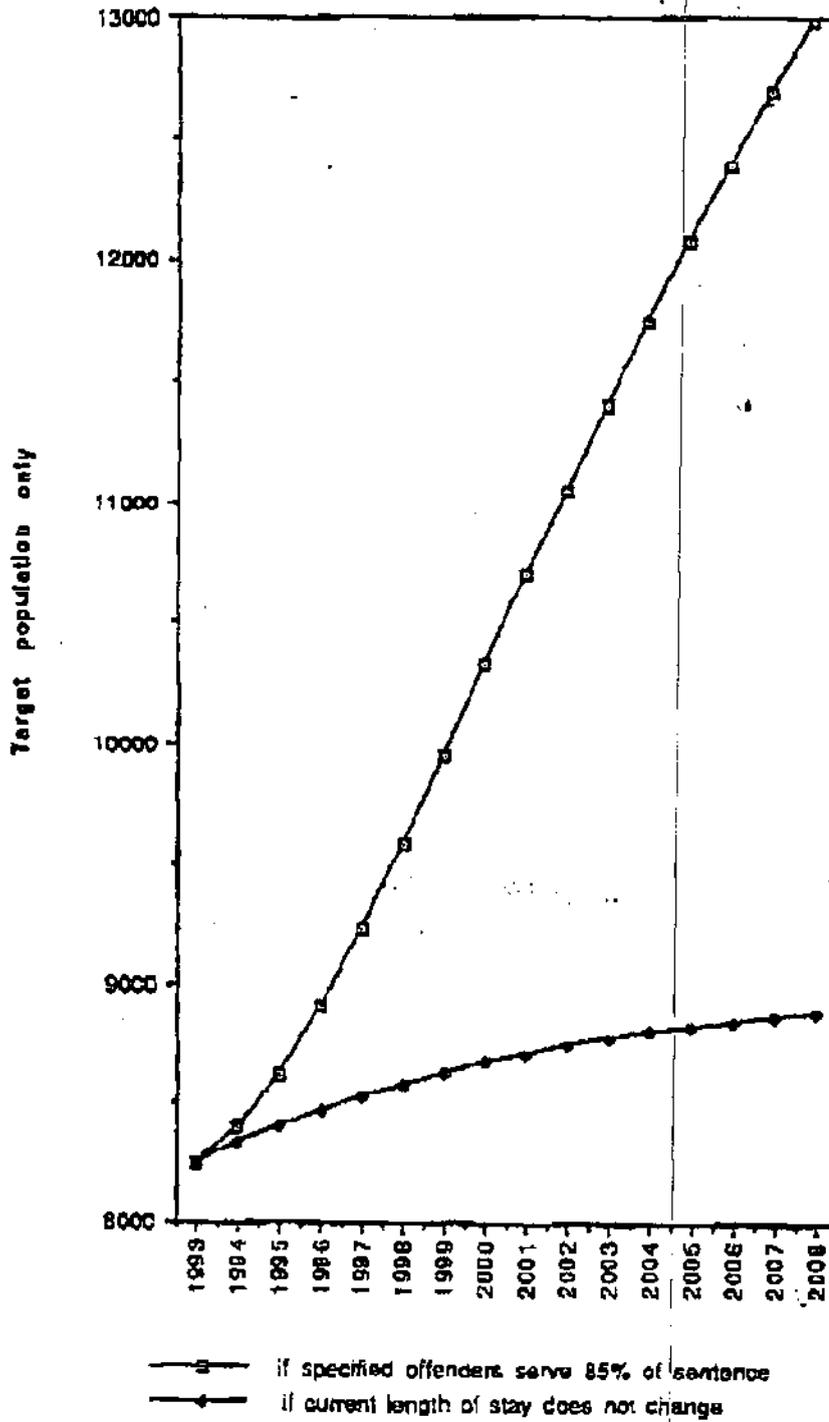
three largest target subgroups (classes U, A and B) are now serving on average from 37 to 51 percent of their aggregate sentences. Thus, a substantial increase in length of prison stay should be anticipated if an attempt is made to bring this indicator in agreement with 85% of the term.

Group	Average time served (yrs)	Max aggregate sentence (yrs)	% served	85% line (yrs)	Currently in prison
Class A	7.119	19.089	37.29	16.226	1774
Class B	4.442	8.460	52.51	7.191	1718
Class C	3.053	9.570	31.90	8.134	615
Class D	5.365	7.598	71.17	6.407	38
Class N	5.317	9.619	55.27	8.176	358
Class O	15.594	55.220	28.24	30.000	188
Class U	6.787	14.225	47.71	12.091	2404
Lifers	14.404	--	--	30.000	1153

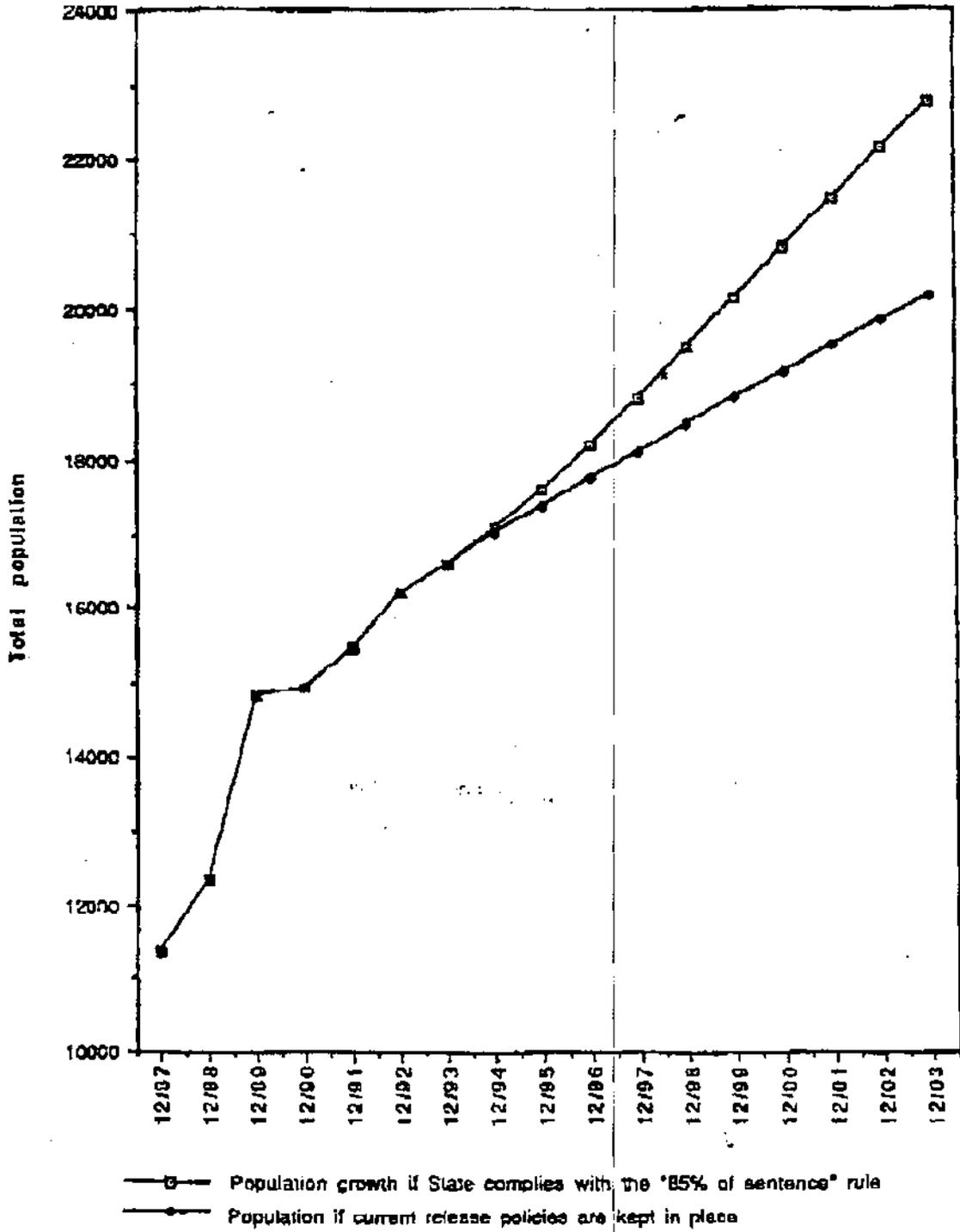
A baseline for this projection was obtained as a mere extension of the population growth trend in years 1987-1993. Then, a proportion of population that would not be affected by the change in release policies (non-violent offenders and those with sentences under 5 years) was determined and its growth was projected at the baseline rate. The growth in the number of incarcerated violent offenders sentenced for over 5 years was projected in accordance with the estimated change in lengths of stay. Possible changes in yearly admissions of this group were ignored.

The charts show that compliance with the "85% of the sentence" rule may have few consequences in the immediate future, but as inmates accumulate in prisons instead of being released, in less than 10 years Missouri will have to face a major prison population increase. If the current release policies are kept in effect, the target group population will tend to stabilize under the 9,000 mark, just some 700 inmates above the current level. However, if the 85% requirement is satisfied, in 10 years this group of inmates will grow by nearly 40% (about 3200 inmates), even if admissions stayed at today's levels. In 15 years, this increase over the 1993 population will reach 58% (4700 inmates). This means that in 10 years Missouri would need 6 new high-security prisons just to accommodate this growing group of violent offenders, plus three more in the following five years, and so forth (assuming each prison would house about 500 inmates).

### Projected growth of target offender population (violent offenders with sentences >5 years)



### Projected impact of rules regarding violent offenders with sentences 5 years and longer as set in the Senate version of Crime Bill, on total Missouri prison population



**Results, NIC Survey of State Corrections Departments, January 1992**  
**Total Responding Agencies: 50**

NIC Information Center  
 Boulder, Colorado

	1	2(a)	2(b)	2(c)	3	4	5	6(a)	6(b)	7	8
	Rated Capacity, 1/1/92	Prison Population, 1/1/92	Percent Drug Offenders	Percent Violent Offenders	No. Beds Currently Planned and Funded	No. Beds Currently Planned but Not Funded	Institutions/Beds Not Open Due to Lack of Funds	No. of Non-U.S. Citizens Housed, 1/1/92	Non-U.S. Citizens as Percent of Population, 1/1/92	Agency or Institutions Under Court Order?	Court Appoint. Monthly Number
Alabama	14,604	14,095	13.2%	45.3%	250	1,100	None	N/A	<1%	No	Y
Alaska	2,519	2,428	(est. 12%)	(est. 52%)	(Now in planning process)	0	None	Unknown	N/A	Yes	Y
Arizona	14,994	15,464	8.9%	32.1%	1,050	6,260 <sup>1</sup>	None	461	3%	No	Y
Arkansas	7,335	7,690 <sup>2</sup>	13.7%	49%	600	590	200 <sup>3</sup>	36	<1%	No	Y
California	54,942 <sup>4</sup>	101,490	24.2%	41.7%	12,958	4,400	2,492	10,575	10.4%	Yes	Y
Colorado	7,416	7,343	N/A	N/A	750	0	None	200	N/A	Yes	Y
Connecticut	9,935	10,573	10%	33%	2,146 <sup>5</sup>	0	None	410	4%	Yes	Y
Delaware	2,514	3,722	19.7%	65%	480	0	None	79	3%	Yes	Y
Florida	36,470 <sup>6</sup>	46,593	N/A	N/A	5,790	3,446	3,108	3,313	7%	Yes	Y
Georgia	22,893 <sup>7</sup>	23,434	N/A	N/A	12,104	0	1,820	330	1.4%	Yes	Y
Hawaii	1,457	1,412	8.9%	61%	100	1,284	None	104	4.3%	Yes	Y
Idaho	2,086	2,258 <sup>8</sup>	3%	40%	374	0	None	70	3%	Yes	Y
Illinois	23,947	29,120 <sup>9</sup>	18%	55%	1,902	600	1,902	N/A	(est. 1%)	No	Y
Indiana	11,586	13,752 <sup>10</sup>	16%	70%	2,002	0	None	68	<1%	Yes <sup>11</sup>	Y
Iowa	3,165 <sup>12</sup>	4,144	75%	51%	430	180	430	(est. 101)	<1%	Yes	Y

- 1 Arizona's figure for planned but not yet funded beds is from its five-year Capital Request.
- 2 Arkansas' population figure includes 294 inmates backed up in county jails.
- 3 Arkansas will delay opening 200 beds scheduled for March 1992 until at least July.
- 4 California's figure is bed capacity for institutions and camps.
- 5 Listed are Connecticut's planned and funded beds for 1992; the state also plans to construct 1,937 beds in 1993 and 690 beds in 1994.
- 6 Florida's design capacity is 36,470; its maximum capacity is 35,652.
- 7 Georgia's capacity and population figures include county corrections institutions and transitional centers.
- 8 Idaho's population figure includes 201 offenders housed in county jails, contracted services, etc.
- 9 Illinois' figures as of 1/1/91.
- 10 Indiana's prisons hold 13,003 inmates; an additional 750 offenders are being held in county jails.
- 11 The following Indiana institutions are under court order: Indiana State Prison, Westville Correctional Center, Indiana Reformatory, Indiana Women's Prison, Indiana State Farm, Indiana Reception/Diagnostic Center.
- 12 Iowa's figures do not include work release.

	1	2(a)	2(b)	2(c)	3	4	5	6(a)	6(b)	7	8
	Rated Capacity, 1/1/92	Prison Population, 1/1/92	Percent Drug Offenders	Percent Violent Offenders	No. Beds Currently Planned and Funded	No. Beds Currently Planned but Not Funded	Institutions/Beds Not Open Due to Lack of Funds	No. of Non-U.S. Citizens Housed, 1/1/92	Non-U.S. Citizens as Percent of Population, 1/1/92	Agency of Institutions Under Court Order?	Cost Appeal Must Meet
Kansas	6,522	5,897	16.7%	57.9%	0	0	None	170 <sup>13</sup>	3%	Yes	
Kentucky	9,270	8,117	12% <sup>14</sup>	43%	40	1,414	None	3	<1%	Yes	
Louisiana	15,115	14,706	12.3%	19.1%	1,728	0	None	N/A	N/A	Yes	
Maine	1,193	1,705	N/A	N/A	156	325	100	0	N/A	No	
Maryland	13,073	18,673	N/A	N/A	2,096	2,500	None	N/A	N/A	Yes	
Massachusetts	6,098 <sup>15</sup>	8,698	N/A	N/A	256	4,800	None	547	6.3%	No	
Michigan	26,121	33,018	23% <sup>16</sup>	29% <sup>17</sup>	600	2,192	2,192	407	1.2%	Yes	
Minnesota	3,414	3,485	9%	59%	325	N/A	None	[est. 80]	2%	No	
Mississippi	8,524	8,223	N/A	N/A	0	0	None	N/A	[est. 1.5%]	Yes	
Missouri	15,056	14,908	14%	38%	216	900	None	194	1.3%	Yes	
Montana	1,113	1,440	N/A	N/A	257	0	None	7	<1%	No	
Nebraska	1,706	2,539	20.6%	33.3%	436	940	None	39	1.5%	No	
Nevada	6,166 <sup>18</sup>	6,012 <sup>19</sup>	N/A	N/A	1,378	1,476	None	202	3.3%	Yes	
New Hampshire	1,387	1,590	N/A	N/A	0	380	None	30-50	<3%	Yes	
New Jersey	13,255 <sup>20</sup>	23,010 <sup>21</sup>	N/A	N/A	1,432	1,375	None	[658 on 10/1/91]	3.3%	No	
New Mexico	3,316	3,125	11% <sup>22</sup>	19%	102	0	None	50	2%	Yes	
New York	48,363	57,862	N/A	N/A	4,166	0	None	7,168	12.4%	No	
North Carolina	16,126	19,115	15%	45%	3,335	1,922	None	N/A	<1%	Yes	
North Dakota	580	554 <sup>23</sup>	18%	40%	43	0	None	0	N/A	No	
Ohio	20,783	35,435	14.1%	53.2%	7,000	0	None	110	<1%	No	
Oklahoma (N/A)											

13 Kansas' reported figure is as of 10/29/91.

14 Kentucky's reported figures for drug and violent offenders were derived in January 1991; these percentages usually remain stable.

15 Massachusetts' reported capacity is a design capacity.

16 Michigan's reported figure for percent drug offenders is 1990 commitments only.

17 Michigan's reported figure for percent violent offenders is 1990 commitments only.

18 Nevada's reported capacity is an operating capacity.

19 Nevada reports an in-house prison population of 5,844.

20 New Jersey's reported capacity includes design capacity of both adult and youth facilities as of 12/2/91.

21 New Jersey's reported prison population includes 5,000 offenders being held in county jails or halfway houses.

22 New Mexico reports 11% of its offender population are incarcerated for drug crimes; 8.5% are incarcerated for a drug-related offense.

23 North Dakota's population figure includes 54 Federal inmates.

	1	2(a)	2(b)	2(c)	3	4	5	6(a)	6(b)	7	8
	Rated Capacity, 1/1/92	Prison Population, 1/1/92	Percent Drug Offenders	Percent Violent Offenders	No. Beds Currently Planned and Funded	No. Beds Currently Planned but Not Funded	Institutions/ Beds Not Open Due to Lack of Funds	No. of Non-U.S. Citizens, 1/1/92	Non-U.S. Citizens as Percent of Population, 1/1/92	Agency of Institutions Under Court Order?	Court Appointed Monitor
Oregon	7,014 <sup>24</sup>	6,603	10%	54%	0	1,452	324	146	2.2%	No	
Pennsylvania	15,915	23,405	N/A	N/A	10,319 <sup>25</sup>	N/A	None	407	1.7%	N/A <sup>26</sup>	
Rhode Island	3,001	2,790	N/A	N/A	162	0	None	299	11%	Yes	
South Carolina	16,360	17,768	24%	50%	4,992	0	146	1,021 <sup>27</sup>	6%	Yes	No
South Dakota	1,110	1,391	6%	49%	288	0	None	4	<1%	Yes	
Tennessee	11,219 <sup>28</sup>	14,192 <sup>28</sup>	N/A	N/A	2,980	1,814 <sup>31</sup>	None	[est. <30]	N/A	Yes	
Texas	53,212	50,516	17%	47%	27,350	0	None	2,187	4.3%	Yes	
Utah	2,955	3,063	7.7%	51.4%	0	1,168	None	87	2.8%	Yes	
Vermont	647	1,127	<5%	45%	300	250	100	10-20	<1%	No	
Virginia	13,970	15,967	N/A	N/A	3,675	6,024	None	308 <sup>32</sup>	1.8%	No	
Washington	5,432	8,343	19%	59%	3,000	812	None	380-760	7%-14%	Yes	
West Virginia	1,600	1,644 <sup>33</sup>	[est. 7%]	[est. 35%]	300	0	None	2	<1%	Yes <sup>34</sup>	
Wisconsin	6,485 <sup>35</sup>	7,771	12.7%	56.5%	1,684	0	None	112	1.4%	Yes	
Wyoming	882	911	7%	34%	0	350	None	18	2%	No	
D.C.	8,556 <sup>36</sup>	8,351	43.7%	33.2%	3,300	1,900	None	67	<1%	Yes <sup>37</sup>	

24 Though the Oregon corrections system has a rated capacity of 7,014, it is currently budgeted for a population of 6,690 inmates.

25 Pennsylvania's figure for planned and funded beds is through 1995;

26 Pennsylvania's responses for questions #7-#9 are to be sent later.

27 South Carolina's figure for non-U.S. citizens represents a self-reported figure.

28 South Carolina has no "court-appointed monitor," but the DOC employs a Compliance Officer and three staff to report efforts by the agency to comply with court and plaintiff's counsel and to oversee and implement plans to comply with the decree.

29 Tennessee's rated capacity includes 1,800 beds in local facilities.

30 Tennessee's prison population includes 9,410 offenders held in TDOC facilities and 4,782 offenders held in local facilities.

31 Tennessee is planning to build an additional 1,414 TDOC beds and 400 local beds.

32 Virginia's figure for beds planned/not funded was derived 10/1/91.

33 West Virginia's institutions house 1,644 adults and 89 juvenile offenders.

34 Two West Virginia institutions are under court order: the West Virginia State Penitentiary and the Huttonsville Correctional Center.

35 Wisconsin's reported capacity is an operational capacity.

36 The D.C. DOC's design capacity is 6,980.

37 The following District of Columbia institutions are under court order: Central Detention Facility, Occoquan Facility, Conant Facility, Modeler Facility, Youth Center Facility.

# Prisoners in 1992

Table 8. Reported Federal and State prison capacities, yearend 1992

Region and Jurisdiction	Remed capacity	Operational capacity	Design capacity	Population <sup>a</sup> as a percent of	
				Highest capacity	Lowest capacity
<b>Federal<sup>b</sup></b>	52,787	...	...	137%	157%
<b>Northeast</b>					
Connecticut	10,083	11,102	...	103%	113%
Maine	1,353	1,353	1,353	112	112
Massachusetts	...	...	6,990	144	144
New Hampshire	1,358	1,578	1,182	113	153
New Jersey	...	...	14,980	131	131
New York	60,054	67,005	49,843	103	125
Pennsylvania	...	...	16,713	148	148
Rhode Island	3,292	3,292	3,292	84	84
Vermont	847	852	847	147	153
<b>Midwest</b>					
Illinois	24,582	24,582	20,818	129%	152%
Indiana	11,853	13,817	...	95	110
Iowa	3,294	3,294	3,298	128	138
Kansas	8,821	...	...	91	91
Michigan	27,058	...	...	144	144
Minnesota	3,678	3,678	3,678	104	104
Missouri	15,630	18,187	...	100	104
Nebraska	...	...	1,708	160	160
North Dakota	...	678	578	61	61
Ohio	...	...	21,738	177	177
South Dakota	1,189	1,130	1,188	125	132
Wisconsin	8,342	8,342	8,342	139	139
<b>South</b>					
Alabama	14,788	14,788	14,788	111%	111%
Arkansas	...	7,814	...	104	104
Delaware	4,009	3,887	2,828	99	136
District of Col.	11,087	11,087	8,748	96	121
Florida	48,888	58,100	37,487	88	127
Georgia	...	28,252	...	100	100
Kentucky	9,118	8,923	...	107	110
Louisiana	17,131	17,131	17,131	95	95
Maryland	...	19,804	12,858	101	155
Mississippi	8,687	9,063	8,007	89	95
North Carolina	17,918	20,800	...	98	114
Oklahoma	9,130	12,481	...	118	162
South Carolina	18,218	18,218	12,827	112	145
Tennessee	11,119	10,607	11,483	94	99
Texas	57,455	54,459	...	106	112
Virginia	13,852	13,852	13,852	138	139
West Virginia	1,980	1,748	1,730	100	104
<b>West</b>					
Alaska	2,472	...	...	116%	116%
Arizona	...	15,820	...	108	108
California	...	...	57,267	191	181
Colorado	...	7,488	6,188	119	138
Hawaii	...	2,382	1,688	123	167
Idaho	2,018	2,168	...	108	113
Montana	1,180	1,488	1,180	108	184
Nevada	5,743	5,743	4,770	105	127
New Mexico	3,427	3,280	3,443	95	99
Oregon	...	8,557	...	101	101
Utah	3,184	2,897	...	81	89
Washington	8,190	7,778	7,778	128	161
Wyoming	977	977	977	105	106

... Data not available.

<sup>a</sup> Excludes inmates who had been sentenced to State prison but were held in local jails because of crowding and who were included in the total prisoner count.

<sup>b</sup> Excludes prisoners housed in contract or other non-Federal facilities.

U.S. Department of Justice  
Office of Justice Programs  
Bureau of Justice Statistics

Nolan Jones, NGA  
Mont  
Mitler Wilson

Crime -  
Prisons  
P. 2/7

House Judic. Comm., Feb. 10<sup>th</sup>

10,000 DOJ  
this yr.

### The Crime Bill and Regional Prisons

The crime bill (H.R. 3355) passed by the Senate on November 19, 1993, contains unfunded mandates and requirements that will impose substantial costs on states.

In reviewing the crime bill (the Violent Crime Control and Law Enforcement Act of 1993), Governors focused on the section concerning "regional prisons" (Subtitle D of Title XIII). This section calls on the U.S. Attorney General to construct and operate ten regional prisons throughout the nation, with a capacity in each for at least 2,500 inmates. Seventy-five percent of the capacity (space for 18,750 inmates) would be dedicated to "qualifying prisoners from qualifying states." Qualifying prisoners are those convicted of "a violent criminal act," including sex offenses, and illegal and unlawful aliens who commit violent crimes.

Qualifying states must certify that their state statutes provide for:

1. "Truth in sentencing," which requires that any person convicted of a felony crime of violence must serve at least 85 percent of the sentence ordered;
2. Pretrial detention similar to the federal system, which considers "dangerousness" rather than "risk of flight" as the criteria;
3. Imposition of sentences for murder, firearms where death or serious bodily injury results, and sex-related offenses that are "at least as long" as those imposed under federal law; and
4. "Suitable recognition" for the rights of victims, including consideration of the victim's perspective at all appropriate stages of criminal proceedings.

Formula based  
on enforcement  
w/ state enforcement  
6245316

The ten regional prisons will be funded for a five-year period from the "Violent Crime Reduction Trust Fund" that is established in the act. Some \$3 billion is authorized to implement this section.

During their 1994 Winter Meeting Governors adopted a policy that recognizes Congress' efforts to establish regional prisons to assist states. However, the Governors questioned the costs and mandates that would be involved in being able to use the facilities. The costs refer to the requirements listed above, which a state must provide to qualify to use a regional prison. In many instances states, would not only have to adjust their criminal statutes, but amend their constitutions to qualify to use the regional prison.

States would have to enact mandatory minimum sentences similar to the federal government's. Mandatory minimum sentences have been in use by the federal courts for almost a decade. Some 90 percent of the federal judges voiced opposition to using this sentencing structure. With so many questions raised about mandatory minimum sentences, would it be wise to mandate that every state adopt them just to qualify to use the regional prisons?

States that make the commitment to qualify to use the 18,750 spaces must be able to fund the operating costs after the five-year period of federal involvement. It is not clear whether some operating costs will have to be provided by states during the first five-year period.

Take, for example, the cost for constructing and operating prison beds. Currently, it costs approximately \$75,000 per cell to construct a maximum security prison, and it

costs approximately \$48 per inmate per day in operational activities (food, health, etc.). The \$3 billion authorized for the five-year period will not cover both construction costs and operational costs.

Finally, states are mandated to change sentencing requirements to 85 percent of the ordered sentence and to enact certain mandatory minimum sentences, which will increase the overall prison population. Even assuming that the entire 18,750 bed spaces will be brought on line, most state correctional directors believe that under these conditions, the demand for space will far exceed the supply. The planning, research, and evaluation section of the Missouri Department of Corrections analyzed the potential impact on their prison population. Requiring 85 percent time served for felons would mean that the state would need six new high security prisons in ten years and three more in the following five years. This much space would not be gained through the regional prisons. (The Missouri analysis is attached.) States would be forced to construct more bed spaces using their own dollars, which would come with a very high price tag. During floor debate on regional prison use, Senator Joseph Biden (D-Del.) spoke against the mandate, saying that over five years, the \$3 billion for federal prison construction might end up requiring states to expend nearly \$12 billion. Currently, approximately 38 states are under federal court order to reduce crowding and/or other conditions in their prisons.

#### Some Possible Recommendations from NGA

The idea of federal regional prisons has been around for several years and the pros and cons have been debated before. The Association of State Correctional Administrators (ASCA) discussed the regional prisons section in the crime bill during their meeting in

early January 1994. ASCA is comprised of the administrators of the state correctional agencies and the Federal Bureau of Prisons. They recommend that Congress create a block grant program for state governments for the purpose of constructing and operating correctional facilities. States could apply for funds to construct and operate prisons in the individual states, or states could combine under regional compacts to apply for funds to construct and operate regional prisons whose populations they could determine on the basis of need, such as illegal aliens or special needs offenders.

The ASCA recommendation would offer flexibility to states in keeping with an overall NGA policy of allowing states to experiment and be flexible. All states do not have similar prison problems. A block grant for corrections would allow states to construct and operate facilities that fit their needs, whether it is for maximum, medium, or minimum level of security for inmates. Several states may wish to explore an alternative boot camp-style campus prison, where resources would be pooled together along with federal funds to develop special programs and training for inmates. This would free up space in individual state prisons for violent offenders who would need more security. This is exactly the opposite of what is proposed in the Senate crime bill.

Furthermore, several states have prison facilities, but no operating funds. These facilities could be used by the federal government to house special populations, such as illegal aliens in state prisons. This would free up space for state offenders. Some states have reported that approximately 5 to 10 percent of their inmate population is made up of illegal aliens. The federal government should be paying for this group in accordance with the Immigration Reform and Control Act of 1986, but the funds have not been appropriated. (Note the NIJ survey attached for detailed information on this issue.)

Also, under the block grant concept, several states could apply for a grant to use vacant prisons for a special population of inmates from other states who would be part of a compact. The federal government may require that states show unique ways of managing the prison facilities with the particular population.

Another recommendation would be to simply strike the mandated requirements specified in the Senate crime bill for states to qualify in order to use regional prisons. The criteria for use would be based on needs as defined by those states under some form of court order to reduce crowding, or by the rated capacity of crowding as defined by the National Institute of Justice (NIJ). (Every year NIJ publishes a bulletin on prisons that points out the capacity of each state's prison. A copy of the latest report is attached.)

A related part of the crime bill (Subtitle B, Section 1321, Title XIII) would authorize \$3 billion in grants to states to construct and operate boot camp-style prisons. This would be a matching grant program, with the federal government supplying 75 percent of the cost for up to three years.

**Recommendation:** Combine Subtitle D of Title XIII, the regional prison section, with Subtitle B, boot camp section, to create one block grant program for corrections in the states. Allow states to determine whether they need boot camps or prison capacity for violent offenders.

Yet another problem is found in Title II of Section 5135, which prohibits prisoners from receiving Pell grants for education. These grants are used for much more than just

higher education in a correctional setting. They are used for vocational training programs, as well as vocation-technical courses in many state correctional agencies. Denying the Pell grants would mean that states would have to use state funds for these educational programs.

Governors continue to point out that the average prisoner does not have a high school education or any vocational training. Prisoners who pass the GED can get the Pell grants to develop their skills. Data shows that inmates who are trained while in institutions are least likely to recidivate.

**Recommendation: Strike Section 5135 of Title II.**

Crime Bill - Prisons

Projected Total Allocations to the States  
Under the Chapman Amendment to H.R. 4092

STATES	PROJECTED TOTAL ALLOCATION (In Millions)	STATES	PROJECTED TOTAL ALLOCATION (In Millions)
Alabama	196.35	Montana	7.35
Alaska	21.00	Nebraska	30.45
Arizona	139.65	Nevada	50.40
Arkansas	75.60	New Hampshire	7.38
California	1878.45	New Jersey	264.60
Colorado	109.20	New Mexico	79.80
Connecticut	88.20	New York	1104.60
Delaware	23.10	North Carolina	253.05
Dist. of Columbia	90.30	North Dakota	3.15
Florida	885.15	Ohio	315.00
Georgia	268.80	Oklahoma	109.20
Hawaii	16.80	Oregon	82.95
Idaho	16.80	Pennsylvania	278.25
Illinois	617.40	Rhode Island	22.05
Indiana	156.45	South Carolina	184.80
Iowa	42.00	South Dakota	7.35
Kansas	70.35	Tennessee	203.70
Kentucky	109.20	Texas	773.85
Louisiana	228.90	Utah	28.35
Maine	8.40	Vermont	3.15
Maryland	266.70	Virginia	132.70
Massachusetts	254.10	Washington	147.10
Michigan	394.80	West Virginia	21.00
Minnesota	81.90	Wisconsin	74.55
Mississippi	58.80	Wyoming	8.40
Missouri	208.95	TOTAL	10,500,000,000



# Department of Justice

*Reed-fyi*  
*Crime-Prisons*

SEP 30 REC'D

ADVANCE FOR RELEASE AT 5 P.M. EDT  
SUNDAY, OCTOBER 3, 1993

BJS  
202-307-0784

## HALF YEAR INCREASE PUSHES PRISON POPULATION TO RECORD HIGH

WASHINGTON, D.C. -- There are more men and women in state and federal prisons than ever before. The inmate population on June 30 was 925,247, the Justice Department's Bureau of Justice Statistics (BJS) reported today.

The number of prison inmates grew by an average 1,600 a week from January through June, or about 5 percent during the six-month period, BJS said.

"This was the third largest six-month increase ever recorded," noted Acting BJS Director Lawrence A. Greenfeld. "State corrections officials and the federal prison system reported to us a six percent increase in the first half of 1990 and a record 7.3 percent increase in 1989."

The increase of almost 42,000 inmates so far this year was considerably more than the 31,500 additional prisoners counted during the first six months of 1992.

(MORE)

The federal prison population has grown by 8.4 percent this year, which is almost double the 4.3 percent growth rate of the prisons in the 50 states and the District of Columbia.

Two states recorded double-digit half-year increases: Texas, 11.8 percent, and West Virginia, 11.1 percent. For a full year ending on June 30 six states had prisoner growth exceeding 10 percent: Texas, Minnesota, Georgia, Oklahoma, California, and Delaware. Six states recorded declines during the 12-month period: Maine, New Jersey, Rhode Island, Nebraska, Montana and Oregon.

On June 30, considering only persons sentenced to state or federal prison for more than one year (known as "sentenced" prisoners), the incarceration rate was a record 344 inmates per 100,000 U.S. residents.

There were 37 sentenced female offenders in prison for every 100,000 females in the population. The rate for males was 18 times higher--665 sentenced male prisoners for every 100,000 male U.S. inhabitants.

(MORE)

As of midyear for all 50 states and the District of Columbia there were 316 sentenced prisoners per 100,000 population. Louisiana had the highest such rate--505 inmates per 100,000 residents. North Dakota had the lowest rate--69 inmates per 100,000 residents. The federal rate was 28 sentenced prisoners per 100,000 U.S. residents.

Information about other Bureau of Justice Statistics publications may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 1-201-251-5500. The toll-free number is 1-800-732-3277.

Data from tables and graphs used in many BJS reports can be made available in spreadsheet files on 5 1/4" and 3 1/2" diskettes by calling (202) 307-0784. For additional information and statistics on drugs and crime issues contact BJS's Drugs and Crime Data Center and Clearinghouse on 1-800-666-3332.

# # #

**Alaska.** Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Arizona.** Population counts are based on custody data and exclude 100 male inmates housed in local jails due to crowding.

**California.** Population counts are based on custody data and include civil narcotic addict commitments, county diagnostic cases, Federal and other States' inmates, and safekeepers.

**Colorado.** Population counts for "inmates with over 1 year maximum sentence" include a small number of inmates with a maximum sentence of 1 year or less. Beginning June 30, 1991, Colorado is reporting jurisdiction population counts which are not strictly comparable to prisoner counts for prior reference dates.

**Connecticut.** Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Delaware.** In Delaware, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**District of Columbia.** In the District of Columbia, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Federal.** Population counts for "inmates with a sentence of 1 year or less," include 1,617 males and 77 females whose sentence length is unknown.

**Florida.** Population counts are based on custody data.

**Georgia.** Population counts are based on custody data and exclude an undetermined number of inmates housed in local jails solely to ease crowding; these inmates awaited pickup.

**Hawaii.** Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Idaho.** At midyear 1992 population counts were based on jurisdictional data. Beginning December 31, 1992, population counts were based on custody data.

**Illinois.** Population counts are based on custody data. Counts of "inmates with over 1-year maximum sentence" include an undetermined number of inmates with a sentence of 1 year.

**Indiana.** At midyear 1992 population counts were based on custody data. Beginning December 31, 1992, population counts were based on jurisdictional data. At midyear 1993 counts include 761 male and 18 female inmates held in local jails solely to ease crowding or awaiting pickup by State authorities.

**Iowa.** Population counts are based on custody data.

**Table 1. Prisoners under jurisdiction of State and Federal correctional authorities June 30, 1993, December 31, 1992, and June 30, 1992, by region and State**

	Total prison population <sup>a</sup>			Percent change from		Number of sentenced prisoners per 100,000 population on 6/30/93 <sup>b</sup>
	6/30/93	12/31/92	6/30/92	6/30/92 to 6/30/93	12/31/92 to 6/30/93	
	U.S. total	925,247	883,656	855,722	8.1	
Federal institutions	86,972	80,259	77,389	12.4	8.4	28
State institutions	838,275	803,397	778,333	7.7	4.3	316
Male	871,701	833,163	806,301	8.1	4.6	665
Female	53,546	50,493	49,421	8.3	6.0	37
Northeast	141,598	138,144	136,580	3.7	2.5	267
Connecticut	12,067	11,403	11,419	5.7	5.8	275
Maine	1,470	1,519	1,586	(-7.3)	(-3.2)	117
Massachusetts	9,950	10,053	9,458	5.2	...	165
New Hampshire	1,765	1,777	1,642	7.5	(-.7)	158
New Jersey	22,837	22,653	23,733	(-3.8)	(-.8)	292
New York	63,875	61,738	60,254	6.0	3.5	351
Pennsylvania	25,588	24,974	24,344	5.1	2.5	212
Rhode Island	2,824	2,775	2,922	(-3.4)	1.8	167
Vermont	1,222	1,254	1,222	0	(-2.6)	152
Midwest	171,955	167,023	161,476	6.5	3.0	281
Illinois	33,072	31,640	30,432	8.7	4.5	282
Indiana <sup>c</sup>	14,221	13,945	13,246	...	2.0	246
Iowa	4,695	4,518	4,485	4.7	3.9	166
Kansas	6,230	6,028	6,185	.7	3.4	244
Michigan	39,893	39,113	37,228	7.2	2.0	420
Minnesota	4,055	3,822	3,647	11.2	6.1	90
Missouri	16,540	16,189	15,997	3.4	2.2	315
Nebraska	2,544	2,514	2,596	(-2.0)	1.2	153
North Dakota	491	477	478	2.7	2.9	69
Ohio	39,792	38,378	37,452	6.2	3.7	359
South Dakota	1,538	1,487	1,464	5.1	3.4	214
Wisconsin	8,884	8,912	8,268	7.5	(-.3)	175
South	342,785	324,091	312,096	9.8	5.8	374
Alabama	18,349	17,453	17,268	6.3	5.1	426
Arkansas	8,736	8,285	8,188	6.7	5.4	344
Delaware	4,284	4,051	3,889	10.2	5.8	392
Dist. of Columbia	11,295	10,875	10,781	4.8	3.9	1,560
Florida	50,603	48,302	47,012	7.6	4.8	369
Georgia	27,004	25,290	24,332	11.0	6.8	382
Kentucky	10,526	10,354	10,196	3.2	1.6	277
Louisiana	21,915	20,896	20,426	7.3	4.9	505
Maryland	20,173	19,977	19,997	.9	1.0	385
Mississippi	9,586	8,780	9,517	.7	9.2	356
North Carolina	21,086	20,454	19,669	7.2	3.1	295
Oklahoma	15,676	14,821	14,125	11.0	5.8	483
South Carolina	18,892	18,643	18,843	.3	1.3	489
Tennessee	12,567	11,849	11,604	8.3	6.1	247
Texas <sup>d</sup>	68,377	61,178	53,420	28.0	11.8	381
Virginia	21,857	21,199	21,112	3.5	3.1	335
West Virginia	1,859	1,674	1,717	8.3	11.1	102
West	181,937	174,139	168,181	8.2	4.5	309
Alaska	2,928	2,865	2,715	7.8	2.2	320
Arizona	16,968	16,477	15,884	7.0	3.2	415
California	115,534	109,496	104,352	10.7	5.5	355
Colorado	9,188	8,997	8,698	5.6	2.1	258
Hawaii	3,079	2,926	2,947	4.5	5.2	168
Idaho <sup>e</sup>	2,177	2,256	2,352	...	(-3.5)	199
Montana	1,484	1,498	1,549	(-5.5)	(-2.3)	175
Nevada	6,270	6,049	6,056	3.5	3.7	457
New Mexico	3,440	3,271	3,298	4.3	5.2	205
Oregon	6,626	6,583	6,714	(-1.3)	.7	172
Utah	2,827	2,699	2,692	5.0	4.7	152
Washington	10,349	9,959	9,892	4.6	3.9	197
Wyoming	1,057	1,063	1,032	2.4	(-.6)	223

...Not calculated.

( ) Indicates a negative percent change.

<sup>a</sup>The total prisoner population includes those sentenced to more than 1 year (referred to as "sentenced prisoners") and those with sentences of 1 year or less or no sentence. Prisoner counts may differ from those reported in previous publications and are subject to revision as updated figures become available.

<sup>b</sup>The rate per 100,000 residents is based upon the number of prisoners sentenced to more than 1 year.

<sup>c</sup>Percent change could not be calculated. See State notes for details.

<sup>d</sup>See the explanatory note for Texas.

**Maryland.** While population totals are actual manual counts, the breakdowns for sentence length are estimates.

**Massachusetts.** Population counts are based on custody data and exclude 883 males housed in local jails due to crowding, 32 inmates held in Federal Bureau of Prison facilities, and 32 inmates held out of State. Population counts could not be provided by sentence length. Counts of sentenced prisoners for earlier reporting periods may not be strictly comparable. Population totals are actual counts; however, the male/female breakdown is an estimate believed to be within 0.1% of the actual disaggregation. By law, offenders in Massachusetts may be sentenced to terms of up to 2 1/2 years in locally operated jails and correctional institutions. Such populations are excluded from the State count but are included in published population counts and rates for local jails and correctional institutions. Because of differing collection methods at yearend and midyear, the 6-month percent change could not be calculated.

**Michigan.** Population counts are based on custody data and include inmates in the Community Residential Program.

**North Carolina.** In North Carolina, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included with the "Inmates with over 1 year maximum sentence" only if the prison portion of the sentence exceeds 1 year. While population totals are actual counts, the break-downs for sentence length are estimates believed to be accurate within 1% of the actual numbers.

**Ohio.** Population counts for inmates with maximum sentences greater than 1 year include an undetermined number of inmates with a sentence of 1 year or less.

**Oklahoma.** Population counts for inmates with maximum sentences greater than 1 year may include a small undetermined number of inmates with a sentence of 1 year. Population counts exclude 422 male and 38 female inmates held in local jails solely to ease crowding.

**Oregon.** For midyear and yearend 1992, population counts for inmates with maximum sentences greater than 1 year include an undetermined number of inmates with a sentence of 1 year or less.

**Rhode Island.** In Rhode Island, populations of inmates given partially suspended sentences (part served in prison, part under probation) are included

with inmates with maximum sentences greater than 1 year only if the prison portion of the sentence exceeds 1 year. Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**Tennessee.** Population counts include 1,227 males and 132 females housed in local jails solely to ease crowding, and exclude 2,809 felons sentenced to local jails. The count of inmates with maximum sentences greater than 1 year includes a small number with sentences of 1 year or less.

**Texas.** Population counts are based on custody data, including 1,204 inmates in pre-parole facilities, 264 in State-operated boot camps, 3,360 in State-operated detention facilities, and 869 in substance abuse treatment centers. The following, not included in the custody counts, were the numbers of inmates sentenced to State prison but in local jails awaiting transport: (6/30/92) 17,220; (12/31/92) 19,815; and (6/30/93) 23,064.

**Vermont.** Prisons and jails form an integrated system. NPS data include both jail and prison populations.

**West Virginia.** Population counts exclude 311 male and 18 female inmates housed in local jails solely to ease crowding or awaiting pickup by State authorities.

**Table 2. The prison situation among the States, June 30, 1993**

10 States with the largest total prison populations	Number of inmates	10 States with highest incarceration rates*	Sentenced prisoners per 100,000 residents	10 States with highest annual growth 6/30/92 to 6/30/93	Percent change	10 States with the largest number of female prisoners	Number of female prisoners
California	115,534	Louisiana	505	Texas	28.0%	California	7,232
Texas	68,377	South Carolina	489	Minnesota	11.2	New York	3,509
New York	63,875	Oklahoma	483	Oklahoma	11.0	Texas	3,040
Florida	50,603	Nevada	457	Georgia	11.0	Florida	2,638
Michigan	39,893	Alabama	426	California	10.7	Ohio	2,506
Ohio	39,792	Michigan	420	Delaware	10.2	Michigan	1,837
Illinois	33,072	Arizona	415	Illinois	8.7	Georgia	1,620
Georgia	27,004	Delaware	392	Tennessee	8.3	Illinois	1,576
Pennsylvania	25,588	Maryland	385	West Virginia	8.3	Oklahoma	1,508
New Jersey	22,837	Georgia	382	Alaska	7.8	Virginia	1,221

Note: The District of Columbia as a wholly urban jurisdiction is excluded.

\*The number of prisoners with sentences greater than 1 year per 100,000 residents.

**Table 3. Average weekly growth in the number of prisoners during the first half of the year, 1989-93**

	Average weekly growth in the number of prisoners				
	January to June 1993	January to June 1992	January to June 1991	January to June 1990	January to June 1989
U.S. total	1,600	1,209	1,160	1,642	1,839
Federal	258	222	80	182	196
State	1,341	987	1,080	1,460	1,653
Male	1,482	1,139	1,083	1,529	1,658
Female	117	70	77	113	182
Regions					
Northeast	133	181	200	304	347
Midwest	190	214	195	314	363
South	719	393	385	542	560
West	300	199	300	300	383

Note: Comparisons are for December 31 and June 30.



# Department of Justice

Crime - Prisons

ADVANCE FOR RELEASE AT 5 P.M. EDT  
SUNDAY, AUGUST 29, 1993

BJS  
202-307-0784

LOCAL JAILS HELD 444,584 AT MIDYEAR 1992  
INMATES TOTAL 174 PER 100,000 U.S. INHABITANTS

There were 444,584 local jail inmates throughout the country as of midyear 1992, the Bureau of Justice Statistics (BJS) announced today. BJS, the Department of Justice's statistics agency, said this was 4.2 percent more than the 426,479 inmates 12 months earlier--slightly less than the 5.2 percent annual growth recorded in 1991.

The number of local jail inmates per 100,000 U.S. residents has risen 120 percent--from 79 per 100,000 to 174 per 100,000--since 1970, BJS said.

"During 1992 the nation's 3,300 jails were estimated to be operating at about 99 percent of the rated capacity--an improvement from the 108 percent occupancy rate in 1989, the highest year recorded," noted Acting BJS Director Lawrence A. Greenfeld. "Jails, as defined here, are facilities that are operated by local rather than state officials and hold people awaiting criminal trials as well as convicted offenders generally serving sentences of one year or less. Excluded are police lockups or drunk tanks as well as federal or state prisons."

-MORE-

BJS said 91 percent of the jail inmates were male and estimated that one in every 226 adult men and one in every 2,417 adult women in the country were in jail on June 30, 1992.

Forty percent of the jail population were white non-Hispanics, 44 percent were non-Hispanic blacks, 15 percent were Hispanics of any race and 1 percent were of other races, such as Native Americans, Aleuts, Asians and Pacific Islanders.

The incarceration rate for blacks has risen more rapidly than the rate for whites. From 1984, the earliest for which the data are available, the rate for blacks rose from 339 inmates per 100,000 to 619 per 100,000. For whites the increase during the 1984-1992 period was from 68 to 109 per 100,000. As of June 30 last year local jails held an estimated 195,156 blacks and 232,966 whites, BJS said.

As of June 30 last year, 131 of the country's 503 largest jail jurisdictions--meaning jail populations averaging at least 100 inmates--reported that at least one of their jail facilities was under court order or a consent decree to reduce inmate population.

Judges intervened most often with population reduction orders, but they also cited staff, medical, recreation, operations and program problems. Overall 157 of the 503 large jurisdictions were under court orders to limit population or

remedy a specific situation. Almost one-third of the large jurisdictions with a facility under a court order were cited for six or more conditions.

Jurisdictions with large jail populations were holding 9,528 inmates for federal authorities and 36,097 for state authorities, primarily because of crowding in state prisons. They also held 3,355 for other local authorities.

On June 30, 1992, nine of the large jurisdictions were operating boot camps, which held about 4 percent of the inmates in these jurisdictions. Almost three-fourths of the larger jurisdictions had residents in daily work release programs-- 17,887 inmates in 359 jurisdictions.

On the same day, 180 of the large jurisdictions were operating alternative-to-incarceration programs, such as electronic monitoring, house arrest, day reporting or the like. Electronic monitoring was the most widely available and had the most participants--118 jurisdictions and 4,582 participants.

Three hundred eight of the 503 large jurisdictions reported that they tested inmates for drug use. Few jurisdictions (35) tested all of their inmates for drugs. Many more (219) tested upon suspicion of drug use.

Among the largest jurisdictions, 420 reported operating at least one jail facility that had a drug treatment, alcohol rehabilitation, psychiatric examination, psychological counseling

or education program. One hundred twenty-seven jurisdictions operated all such programs.

Educational programs, including literacy, basic education and General Education Degree programs, were offered in more than two-thirds of the large jurisdictions. As of June 30, 1992, about 9 percent of the inmates in these jurisdictions were participating in an educational program.

Alcohol and drug treatment programs were offered in more than 50 percent of the large jurisdictions. The inmate participation was less than 10 percent on the day of the survey.

Thirty-five percent of the large jurisdictions, reported one or more inmate deaths during the 12-month period ended June 30, 1992, compared to 190 (38 percent) the year before.

Among the 445 inmate deaths during the year in large jurisdictions, AIDS-related diseases accounted for 24 percent, suicides 28 percent, fatal injuries (murder or manslaughter) 3 percent, accidents and undetermined causes 6 percent and natural causes 38 percent.

Single copies of the BJS bulletin "Jail Inmates 1992" (NCJ-143284) as well as other BJS statistical bulletins and reports may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 1-800-732-3277.